

Canada

Nunavut Profile:



A Ten-year Census Analysis (1991 - 2001)

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Table of Contents

List of Tables and Figures.....	2
Foreword	4
Executive Summary	5
Introduction.....	7
Research Methods.....	9

Findings

A. Population Indicators.....	13
Key Findings.....	13
A.1 Population Change	14
A.2 Population Age Structure and Global Dependency Ratio	15
A.3 Population Gender Structure	18
A.4 Aboriginal Identity Population	19
A.5 Home Language.....	20
Summary	22
B. Economic Indicators.....	23
Key Findings.....	23
B.1 Labour Market Indicators	24
B.1.1 Labour Force Participation and Unemployment Rates	
B.1.2 Industry Employment Distribution	
B.1.3 Self-employment	
B.2 Income.....	29
B.2.1 Median Personal Income	
B.2.2 Share of Total Income from Social Transfer Income	
Summary	32
C. Education Indicators.....	34
Key Findings.....	34
C.1 Educational Attainment	35
C.2 Education Providers.....	37
Summary	38
D. Social Indicators.....	39
Key Findings.....	39
D.1 Family Structure (Lone-Parent Families)	40
D.2 Housing	41
D.2.1 Recent Housing Construction	
Summary	42

Table of Contents (Cont'd)

E. Health Care Indicators	43
Key Findings.....	43
E.1 Health Care Providers	44
Summary	46
F. Conclusions	47
References.....	48
Appendix: Supplementary Tables	50

List of Tables and Figures

Table 1: Between 1991 and 2001, the Population Aged Less Rapidly in Nunavut Than in Rural Canada	16
Figure 1: Compared to Rural Canada, Nunavut's Population Grew More Significantly and Consistently Throughout the 1990s	14
Figure 2: In 2001, the Nunavut Population was More "Youthful" Than the Rural Canadian Population	16
Figure 3: Nunavut Has a Much Higher Dependency Ratio than Does Rural Canada	17
Figure 4: Nunavut has a Much Higher Male/Female Ratio than Does Rural Canada	18
Figure 5: The Share of the Population that is Aboriginal is Significantly Higher in Nunavut than in Rural Canada	20
Figure 6: The Nunavut Population is Significantly More Likely than the Rural Canadian Population to Speak a Non-Official Language	21
Figure 7: Though the Nunavut LPF Rate is Slightly Above the Rural Canadian Rate, Unemployment Rates are Much Higher in Nunavut	24
Figure 8: The Nunavut Population is Much More Likely than the Rural Canada Population to Work in Government-Provided Services	26
Figure 9: The Nunavut Population is Much More Likely than the Rural Canada Population to Work in Government-Provided Services	27
Figure 10: Self-Employment is Much Less Prevalent in Nunavut than in Rural Canada	29
Figure 11: In 2001, the Median Income in Nunavut was 94% of the Rural Canada Income	30
Figure 12: The Nunavut Population Garners a Smaller Share of their Income from Social Transfer Payments than Does the Rural Population of Canada	32
Figure 13: The Nunavut Population Has a More Polarized Educational Attainment Structure than the Rural Canadian Population	36

Figure 14: Between 1991 and 1996, Educational Attainment Increased in Both the Territory and the Nation	37
Figure 15: In 2001, Nunavut had Nearly Two Times as Many Education Providers Per 1,000 Population than did Rural Canada	38
Figure 16: Lone-Parent Families are Much More Prevalent in Nunavut than in Rural Canada	40
Figure 17: A Much Larger Percentage of Nunavut Houses than Rural Canada Houses Have Been Constructed Since 1986	41
Figure 18: In 2001, Rural Canada Had More than Two Times as Many Health Care Providers Per 1,000 Population than Did Nunavut.....	44
Figure 19: All Four Types of Health Occupations Per 1,000 Population are Lower in Nunavut than in Rural Canada	45

List of Appendix Tables

Appendix Table 1: Population Percentage Change in Canada by Province / Territory and Geographic Zone; 1996 to 2001 and 1991 to 1996	51
Appendix Table 2: Population, Economic, Education, and Health Care Indicators in Nunavut	54

Foreword

This *Nunavut Profile* is one of a series of fourteen profiles – one for each territory and province plus one national document. These profiles represent one response by the Government of Canada's Rural Secretariat to address a need for better information concerning rural areas. It is hoped that this document will draw attention to areas that require in-depth research. Most importantly, for government policy and programmes to meet the particular needs of rural Canadians living in zones of varying degrees of remoteness and rurality, government needs to understand the conditions in these zones.

The Rural Secretariat owes a debt of gratitude to members of the Profiles Steering Committee. Special thanks to Ray Bollman with Statistics Canada.

The Rural Secretariat values readers' feedback. Any suggestions or comments may be directed to:

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Executive Summary

Introduction

To understand rural conditions better, the Government of Canada's Rural Secretariat has produced this *Nunavut Profile*. The overall objective is to help improve policy with respect to economic and social conditions in rural Canada and in Nunavut. Similar documents have been prepared profiling the rural conditions in each of Canada's two other territories and ten provinces, plus one profile for the whole country.

Research Methods

Using the Rural and Small Town (RST) definition to define rural, 100% of the Nunavut population is considered rural. In total, 19 indicators from Statistics Canada's 2001, 1996 and 1991 census of population have been calculated to represent the population, economic, education, social, and health care conditions in Nunavut. To contextualize the findings and to understand conditions in Nunavut better, the report also provides comparable data for rural Canada as a whole.

MAJOR FINDINGS

Population Indicators

Between 1991 and 1996, population growth in Nunavut was at a much greater rate than the rural population of any other Canadian province or territory (increasing by 16.0%). Between 1996 and 2001, moreover, most provincial rural populations declined while Nunavut experienced continued population growth of 8.1%. Much of this population increase is likely explained by the relatively high birth rate of a large Aboriginal population residing in the territory and by the establishment of the territory itself.

Nunavut and rural Canada have very different age structures with the former being more youthful and aging less rapidly. Such a large proportional child population means that Nunavut also has a much higher global dependency ratio. In 2001, there were 66.8 children and seniors per 100 working-age adults in the territory, compared to 51.4 for every 100 rural and small town adult Canadians.

Though Aboriginal representation increased at similar rates in Nunavut and rural Canada between 1996 and 2001, the proportion of the population that is Aboriginal was over ten times higher in the territory than the nation in 2001. Nunavut also had a higher male-to-female ratio than rural Canada in 2001 (106.8 compared to 101.1 males per 100 females).

As the proportion of Nunavummiut speaking English most often at home increased between 1991 and 2001 (from 28.5% to 41.1%), the predominance of those speaking an

unofficial language (mostly Inuktitut) decreased (from 63.9% to 57.3%). Despite this decrease, as of 2001, a much larger proportion of Nunavut residents than rural Canadians spoke a non-official language most often at home (57.3% compared to 3.1%).

Economic, Education, Social and Health Care Indicators

Most of the results illustrate a great deal of variation in the economic, education, social, and health care characteristics between Nunavut and rural Canada.

For many of the indicators, over-time analyses revealed a growing disparity between Nunavut and rural Canada. Overall, Nunavut is in a position of relative disadvantage as economic gains made in rural Canada during the last inter-census period did not occur in the same magnitude or at all in Nunavut. For instance, the Nunavut/rural Canada disparity in unemployment rates was more pronounced in 2001 than in 1991. Moreover, as of 2001, median personal incomes were lower in Nunavut than in rural Canada, while the reverse was true in 1996.

Most of the social and health care indicators also demonstrate that Nunavut is increasingly disadvantaged compared to rural Canada. Nunavut consistently had high proportions of lone-parent families since 1991 and this proportion has increased more substantially than in rural Canada throughout the 1990s. The proportion of Nunavut households spending more than 30% of their income on shelter also increased significantly between 1996 and 2001 (from 8.6% to 14.4%), while these figures decreased in rural Canada during the same time period (from 14.2% to 13.8%). And in 2001, Nunavut had less than half the number of health care providers per capita than rural Canada (11.1 compared to 23.2 per 1,000 residents) with the disparity increasing since 1991 (from 10.0 to 12.1 providers per capita).

Not all indicators, however, revealed greater disadvantages in Nunavut than in rural Canada. In 2001, Nunavut had 16.2 education providers per 1,000 population more than did rural Canada and a slightly higher labour force participation rate. In addition, Nunavut residents were consistently less likely to rely on social transfer income in all three census years and were more likely to reside in newly-constructed housing. Lastly, while the Nunavut adult population was more likely to have less than a high school education as their highest level of educational attainment, they were also more highly represented at the post-secondary level. With these noted exceptions, however, the Nunavut population is clearly not equal to their rural Canadian counterparts with respect to recent economic prosperity, social well-being, and access to health care.

Introduction

The Government of Canada's Rural Secretariat initiated this report to advance its goal of improving government and citizen understanding of conditions in rural and remote Canada. This report benchmarks the major socio-economic structures and trends in Nunavut, which is an entirely rural Territory. The overall objective is to help improve policy with respect to the economic and social conditions found in Nunavut. Similar documents have been prepared, profiling the rural conditions in each of Canada's two other territories and ten provinces, plus one profile for the whole country.

To understand the social and economic conditions among Nunavummiut, indicators were chosen that measure population, economic, education, social, and health care characteristics. Accuracy of the indicators was substantiated by previous research (see, for example, McNiven *et al.*, 2000). Every attempt was also made to select indicators that represent the breadth of the Canadian rural and remote experience. Still, they are perhaps not as comprehensive as they could be and adding to them will enrich similar profiles in the future.

In the provinces, the Rural and Small Town and Census Metropolitan Area and Census Agglomeration Influenced Zones (MIZ) classification system (McNiven *et al.*, 2000) definitions have proven useful for developing the profiles. The MIZ definition in particular has allowed us to describe rurality using broad brush strokes, highlighting differences between types of rural based on labour market integration as a proxy for rurality. For the territories, however, data are not classified by Metropolitan Influenced Zones and such a classification would not be useful either. Therefore, we cannot differentiate between degrees of rurality. For Nunavut, this methodology is particularly unfortunate as all communities, even Iqaluit, are rural. Therefore, our methodology glosses over some important differences within rural and between rural and remote regions of Nunavut. For example, we cannot describe rural non-aboriginal from rural aboriginal. Furthermore, the way the data are aggregated also tends to obscure important place-related aspects. For example, the territory's remote north disappears as a distinct region. For the territories, the primary advantage of using this southern typology is to allow for a comparison with the rest of Canada.

Statistics Canada Census data are used for the years 1991, 1996, and 2001 to establish evidence of trends within Nunavut. To situate the conditions of Nunavut in a wider context, comparisons are also made to rural Canada. Many of the findings are interpreted for each indicator individually, however, attempts are also made to make sense of the data on an interrelated basis. In many of these instances, causes for differences in findings are extrapolated from the aggregation of data. These conjectures are, however, tentative since a more definitive causal analysis is beyond the scope of this report.

The following section of the report describes the research methods used in this analysis while subsequent sections (Sections A through E) present the population, economic, education, social, and health care profiles of Nunavut. Section F summarizes the findings and the Appendix includes two tables, one containing population change data for each province / territory of Canada and the second contains the raw numbers to compliment the percentages and ratios depicted in the tables and figures within the main body of the text.

Research Methods

Defining “Rural”

The Rural and Small Town (RST) definition is used to differentiate between urban and rural populations.¹ Rural populations are defined as individuals residing in RST areas that have a population of less than 10,000 and where less than 50% of employed individuals commute to a Census Metropolitan Area (CMA) or Census Agglomeration (CA) (Statistics Canada, 1999a). In the case of Nunavut, 100% of the population falls within this rural definition.²

To contextualize the findings and to understand conditions in Nunavut better, the report also provides census data for Canada’s rural population for all three census years. The Canada-wide data employs the same RST definition that is used within Nunavut (as defined above).

Indicators

Using 2001, 1996, and 1991 Census data, several measures of rural life were examined between Nunavummiut and rural Canadians. The 19 indicators used to measure the population, economic, education, social, and health-care conditions in Nunavut and in rural Canada are:

Population Indicators:

- Population size
- Age distribution
- Global dependency ratio
- Gender distribution
- Aboriginal identity population
- Home language

Economic Indicators:

- Labour force participation rates
- Unemployment rates
- Industry employment distribution
- Incidence of self-employment
- Median personal income
- Social transfer income as a proportion of total income

¹ RST is also known as Statistical Area Classification (SAC).

² Urban populations include individuals residing in a CMA or CA. CMAs have an urban core population of at least 100,000 and include all neighbouring municipalities where 50% or more of the labour force commutes into the urban core. CAs have an urban core population between 10,000 and 99,999 and abide by the same commuting rules as CMAs (Statistics Canada, 1999a).

Education Indicators:

- Educational attainment
- Number of education providers per 1,000 residents

Social Indicators:

- Incidence of lone-parent families
- Recent housing construction
- Average dwelling value
- Dwelling (housing) affordability

Health Care Indicators:

- Number of health care providers per 1,000 residents

Data Limitations

Since the analyses in this project involve comparisons between 2001, 1996, and 1991 Census data, and because Statistics Canada changes definitions or compilations for some indicators between census years, only inter-census comparisons of indicators with the same definitions are made. For indicators where changes are significant, results are presented separately. For example, level of education was modified from using the population 15 years of age and older in 1991 and 1996, to using the population 20 years of age and older in the 2001 Census. As such, level of education is presented for 2001 separately from 1996 and 1991. In instances where a significant change occurred between the 1991 and 1996 Census (e.g., Aboriginal identity), data for the earlier year are not presented.

Second, the census data used in this report have been compiled at the Census Subdivision (CSD) level, which is generally equivalent to municipalities. However, the use of CSDs means that this analysis may be affected by area suppression. Designed to protect the confidentiality of individual respondents, area suppression refers to the practice of deleting all characteristic data for regions with total populations of less than 40 (Statistics Canada, 1999a). This process may result in minor discrepancies between these numbers and those published by Statistics Canada.

Third, the reclassification of some CSDs to different geographic zones between census years changes the population living in each geographic zone across time. In short, since the CSDs within each geographic zone are not exactly the same between census years, some of the over-time changes observed may be a function of this reclassification. Though the Nunavut data are not susceptible to this issue, reclassification of CSDs for the Canada-wide data suggest that care should be taken when comparing between census years. For the population change data presented in Section A.1, however, CSD reclassification is overridden for rural Canada since the

results for 1996 are standardized to 2001 census boundaries for calculating the 1996 to 2001 rate of population growth and the 1991 results are standardized to the 1996 boundaries for calculating the 1991 to 1996 rate of population growth.

Please note, to see a map of the Statistical Area Classification for Canada in 2001, go to the Statistics Canada website (www.statcan.ca) and click on "Census", then click on "Reference Maps" and then click on "Statistical Area Classification". The exact URL, for English, is http://geodepot.statcan.ca/Diss/Maps/ReferenceMaps/n_sac_e.cfm and for French is http://geodepot.statcan.ca/Diss/Maps/ReferenceMaps/n_sac_f.cfm

For the population count for 1996 and 2001 for the Statistical Area Classification, go to the Statistics Canada website (www.statcan.ca) and click on "Census", then click on "Data" on the left-hand panel, then click on "Population and Dwelling Counts" and then click on "Statistical Area Classification". The exact URL, for English, is <http://www12.statcan.ca/english/census01/products/standard/popdwell/Table-SAC.cfm> and for French is <http://www12.statcan.ca/francais/census01/products/standard/popdwell/Table-SAC.cfm>

For selected socio-economic characteristics for larger urban centres (CMAs and CAs) and for rural and small town areas (non-CMA/CA areas), go to the Statistics Canada website (www.statcan.ca) and click on "Census", then click on "Data" on the left-hand panel, then click on "Highlight Tables" and then scroll down and click on "Statistical Area Classification". The exact URL, for English, is <http://www12.statcan.ca/english/census01/products/highlight/SAC/Page.cfm?Lang=E&Geo=PR&Code=01&Table=1a&StartRec=1&Sort=2&B1=Age&B2=Counts> and for French is <http://www12.statcan.ca/english/census01/products/highlight/SAC/Page.cfm?Lang=F&Geo=PR&Code=01&Table=1a&StartRec=1&Sort=2&B1=Age&B2=Counts>

A detailed set of socio-economic characteristics by the Statistical Area Classification for the 2001 Census of Population is available for \$60 by going to the Statistics Canada website (www.statcan.ca) and click on "Census", then click on "Data" on the left-hand panel, then scroll down and click on "Profiles" and then scroll down and click on "Statistical Area Classification". The exact URL in English is <http://www.statcan.ca:8096/bsolc/english/bsolc?catno=95F0495XCB2001012> and for French is <http://www.statcan.ca:8096/bsolc/francais/bsolc?catno=95F0495XCB2001012>

FINDINGS

A. Population Indicators

KEY FINDINGS

A.1 Population Change

- The entire Territory of Nunavut is considered rural. This compares to a rural share of the total Canadian population of 20.6% in 2001.
- Compared to rural Canada, Nunavut exhibited much stronger and more consistent population growth. Nunavut's population increased by 16.5% between 1991 and 1996 (compared to 3.9% in rural Canada) and by 8.1% between 1996 and 2001 (compared to a decrease of 0.4% in rural Canada).

A.2 Population Age Structure and Global Dependency Ratio

- The Nunavut population was much younger, on average, than the rural Canadian population as a whole with much higher proportions of children and much smaller proportions of adults and seniors.
- Both the Nunavut and rural Canadian populations were aging, although at a slightly slower rate in Nunavut.

A.3 Population Gender Structure

- Nunavut had a slightly higher proportion of men than rural Canada. Both populations, however, have experienced declining proportions of males since 1991.

A.4 Aboriginal Identity Population

- Nunavut had a much larger proportion of Aboriginal individuals than did rural Canada (85.2% compared to 7.9%). Despite this difference, the Aboriginal identity of Nunavut and rural Canada grew at similar rates between 1996 and 2001 (by 1.3% and 1.2% respectively).

A.5 Home Language

- As the proportion of Nunavummiut speaking English most often at home increased between 1991 and 2001 (from 28.5% to 41.1%), the predominance of those speaking an unofficial language (neither English nor French) decreased (from 63.9% to 57.3%). Despite this decrease, as of 2001, a much larger proportion of Nunavut residents than rural Canadians spoke a non-official language most often at home (57.3% compared to 3.1%).

Summary

The strong population increase occurring within Nunavut likely reflects the high birth rates of a large Aboriginal population. This also means that Nunavut has a very large proportion of children and therefore is in a situation of high demand for children-related services and programs.

A.1 POPULATION CHANGE

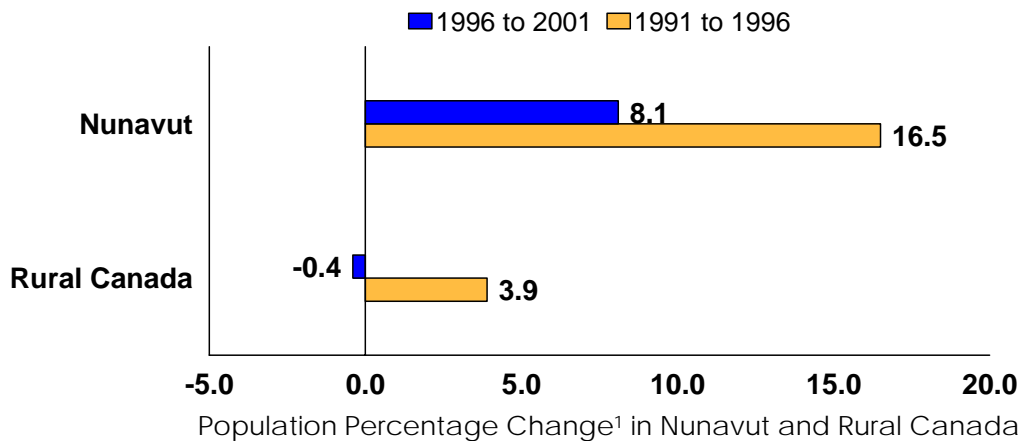
The Nunavut population increased more substantially and consistently than the rural Canadian population.

Using the RST definition of rural, 100% of the Nunavut population is rural. By comparison, only 20.6% of the Canadian population was rural in 2001.

Inter-census population percentage changes (from 1991 to 1996 and from 1996 to 2001) are presented in Figure 1 for Nunavut and rural Canada.³ The Nunavut population exhibited much stronger and more consistent growth than did the rural Canadian population. In Nunavut, population growth between 1991 and 1996 of 16.5% was followed by growth of 8.1% between 1996 and 2001. Comparatively, the population in rural Canada increased by only 3.9% in the first inter-census period but contracted by 0.4% in the most recent inter-census period.

The individual provincial/territorial data displayed in Appendix Table 1 demonstrate that Alberta, Ontario, and Manitoba also experienced rural population growth between 1996 and 2001, but in no instance was this growth higher than in Nunavut.

Figure 1: Compared to Rural Canada, Nunavut's Population Grew More Significantly and Consistently Throughout the 1990s



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ For the Rural Canada data, 1991 data are adjusted to 1996 boundaries for the calculation of 1991 to 1996 change and 1996 data are adjusted to 2001 boundaries for the calculation of 1996 to 2001 change.

³ As mentioned in the Methods Section, in rural Canada constant boundaries are used to override the effects of CSD reclassifications between census years. Population change between 1991 and 2001 is not presented because 1991 data are not available in constant (2001) boundaries for rural Canada.

A.2 POPULATION AGE STRUCTURE AND GLOBAL DEPENDENCY RATIO

The Nunavut population is younger and aging at a slightly lower rate than the rural Canadian population.

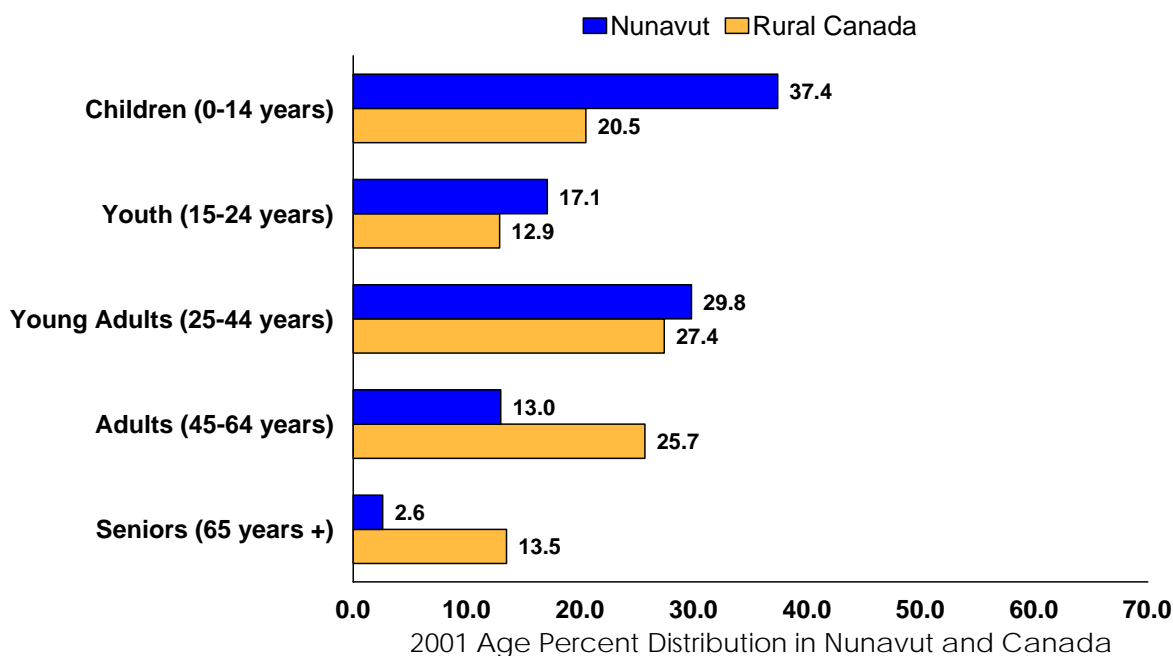
The changing age structure of a population helps to forecast future demand for services such as education and health care. It can also signal future changes in the labour market structure and contribute to an understanding of how these changes may affect the economy.

Five age groups were used to analyze the age structure of the population. These are: 0–14 years, 15–24 years, 25–44 years, 45–64 years and 65 years of age and over. These categories were chosen because they represent five defined demographic groups; namely, children, youth, young adults, adults, and seniors.

Figure 2 demonstrates that the Nunavut population is younger than the rural Canadian population. Differences in the percentage distribution across age categories is most pronounced for the child populations; fully 37.4% of the Nunavut population were children in 2001, but only 20.5% of rural Canadians were of this age group. Significant differences, however, are also notable for the adult and senior populations. Nearly two times as many rural Canadians as Nunavummiut were adults (25.7% compared to 13.0%), and rural Canadians were roughly five times more likely to be seniors (13.5% compared to 2.6%).

Table 1 presents the 1991 to 2001 age distribution percentage change for each age category in Nunavut and rural Canada. The table demonstrates that the Nunavut population is aging less rapidly than the rural Canadian population. Between 1991 and 2001, the combined proportion of children, youth and young adults in Nunavut decreased by 3.0 percentage points (compared to 6.8 percentage points in rural Canada) and the combined proportion of adults and seniors increased during the same time period by 3.2 percentage points (compared to 6.8 percentage points in rural Canada).

Figure 2: In 2001, the Nunavut Population was More “Youthful” than the Rural Canadian Population



Source: Statistics Canada, Census of Population, 2001

Table 1: Between 1991 and 2001, the Population Aged Less Rapidly in Nunavut than in Rural Canada

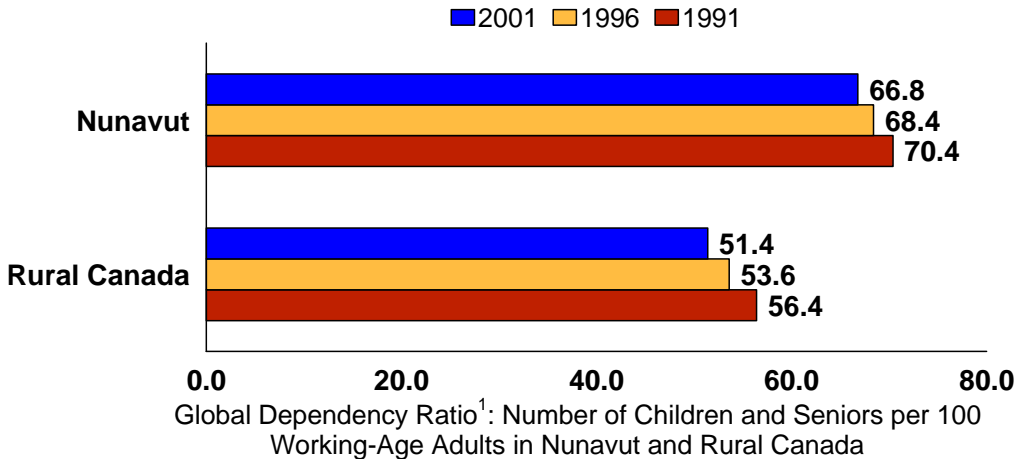
Percentage Point Change in Share of Individuals in Each Age Class; 1991-2001, 1996-2001, and 1991-1996

	Nunavut			Rural Canada		
	1991-2001	1996-2001	1991-1996	1991-2001	1996-2001	1991-1996
Children (0 to 14 years)	-1.7	-1.1	-0.6	-2.8	-1.9	-0.9
Youth (15 to 24 years)	-2.0	-0.6	-1.4	-0.6	-0.4	-0.2
Young Adults (25-44 years)	0.7	0.1	0.6	-3.4	-2.5	-0.9
Adults (45-64 years)	2.7	1.7	1.0	6.1	3.8	2.3
Seniors (65 years +)	0.5	0.5	0.0	0.7	1.0	-0.3

Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

Since a greater number of the Nunavut population were children, they were less likely to be participating in the paid labour force. Such an age structure means that Nunavut has a higher global dependency ratio (Figure 3). This ratio measures the proportion of children (aged 0 to 14 years) and seniors (aged 65 years and over) to the working population (aged 15 to 64). In 2001, there were 66.8 children and seniors per 100 working-age adults in the territory, compared to 51.4 for every 100 rural and small town adult Canadians. Hence, having more dependents to care for, Nunavut adults have a greater relative need for services targeted to children, and families.

Figure 3: Nunavut Has a Much Higher Dependency Ratio Than Does Rural Canada



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991
¹ Global dependency ratio is defined as the ratio of children (0-14 years of age) and senior (65 years of age and over) populations to the total working age population (15-64 years of age).

The figure also demonstrates that the dependency ratio declined at a lower rate in Nunavut than in rural Canada (decreasing by 3.6 percentage points between 1991 and 2001 compared to the national rural decrease of 5.0 percentage points). Hence, the Nunavut/rural Canada dependency ratio difference has increased over time.

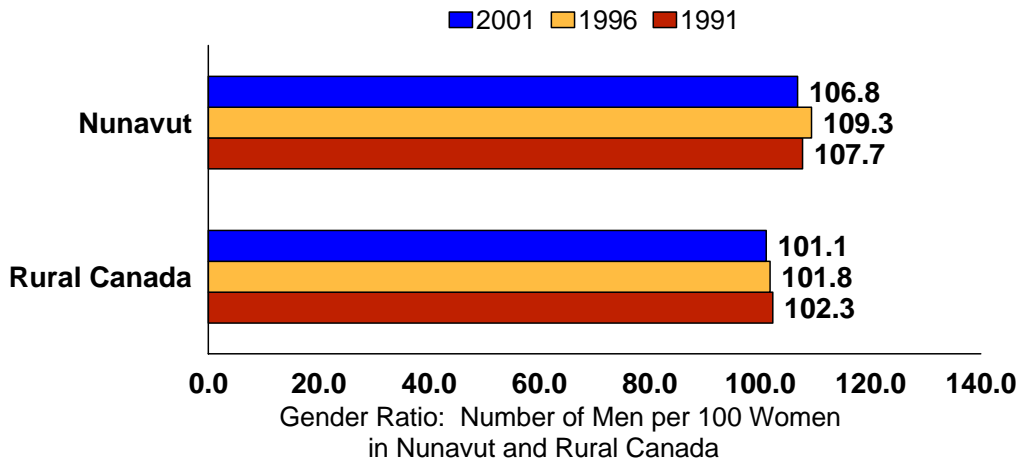
The age distribution findings in Table 1 and Figures 2 and 3 could have important government policy implications with respect to services targeted toward children, teens, adults and seniors. For example, the younger age structure and higher dependency ratio suggests a greater overall need for children-related services in Nunavut than in other rural parts of Canada.

A.3 POPULATION GENDER STRUCTURE

Nunavut has a much larger male-female ratio than does rural Canada.

Figure 4 illustrates that there are more men per 100 women in Nunavut than in rural Canada. In 2001, Nunavut had 106.8 men per 100 women compared to only 101.1 men per 100 women in rural Canada. The figure also demonstrates that male representation in both Nunavut and rural Canada has decreased between 1991 and 2001.

Figure 4: Nunavut Has a Much Higher Male/Female Ratio Than Does Rural Canada



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

A.4 ABORIGINAL IDENTITY POPULATION⁴

In 2001, the vast majority (85.2%) of the Nunavut population were Aboriginal individuals whereas only 8% of rural Canadians self-identified as Aboriginal.

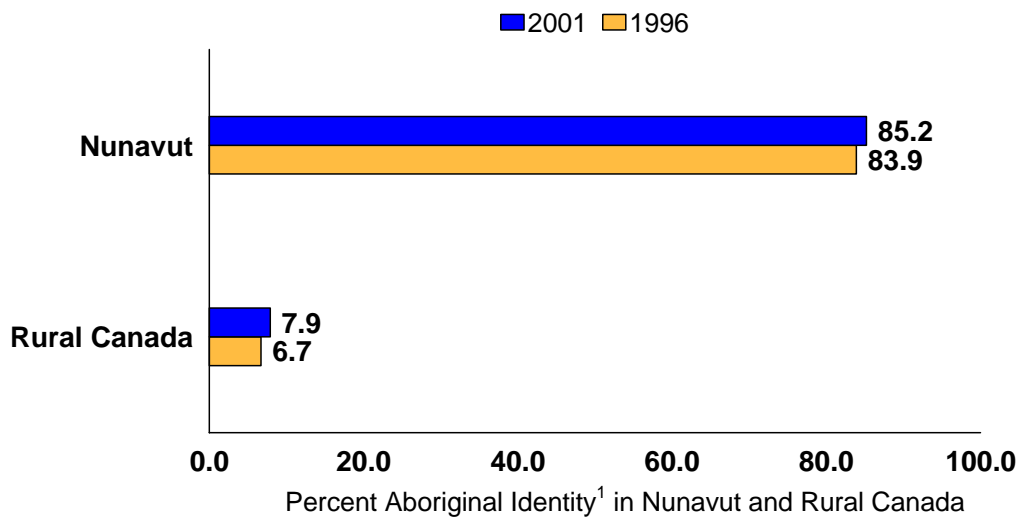
The Aboriginal population in Canada has experienced significantly greater growth than the general population. In fact, the Aboriginal population was growing at almost twice the rate of the Canadian population (Corporate Information Management Directorate, 2000). Individuals of Aboriginal ancestry have specific needs with respect to government services and the demand for these services will likely intensify as the population grows (Aboriginal Justice Implementation Commission, 1999).

The population of Nunavut is primarily of Aboriginal heritage (mostly Inuit). Indeed, Figure 5 indicates that the vast majority of the residents of the territory self-identified as Aboriginal in 2001 (85.2%).⁵ By comparison only 7.9% of the rural Canadian population is Aboriginal. The high proportional Aboriginal population likely explains the larger-than-average representation of children in Nunavut. The large Inuit population and their associated higher birth rate (?) is also, however, likely a contributing factor to the strong territorial population growth.

⁴ Refers to persons who reported identifying with at least one Aboriginal group, i.e. North American Indian, Métis or Inuit (Eskimo) and/or those who reported being a Treaty Indian or a Registered Indian as defined by the *Indian Act* of Canada and/or who were members of an Indian Band or First Nation (Statistics Canada, 1999a).

⁵ Aboriginal identity is not presented for 1991 because of significant differences in the definition in this year.

Figure 5: The Share of the Population that is Aboriginal is Significantly Higher in Nunavut than in Rural Canada



Source: Statistics Canada, Census of Population, 2001 and 1996

¹ Refers to persons who reported identifying with at least one Aboriginal group, i.e. North American Indian, Métis or Inuit (Eskimo) and/or those who reported being a Treaty Indian or a Registered Indian as defined by the *Indian Act* of Canada and/or who were members of an Indian Band or First Nation (Statistics Canada, 1999a).

A.5 HOME LANGUAGE

By examining the language spoken most often at home, we can garner an indication of the language diversity in Nunavut. Home language can also be used as a proxy for ethnicity. Table 6 presents the proportion of Nunavummiut speaking one of Canada's official languages (English or French), those speaking a non-official language (not English and not French), and those speaking more than one language (multiple languages) most often at home.

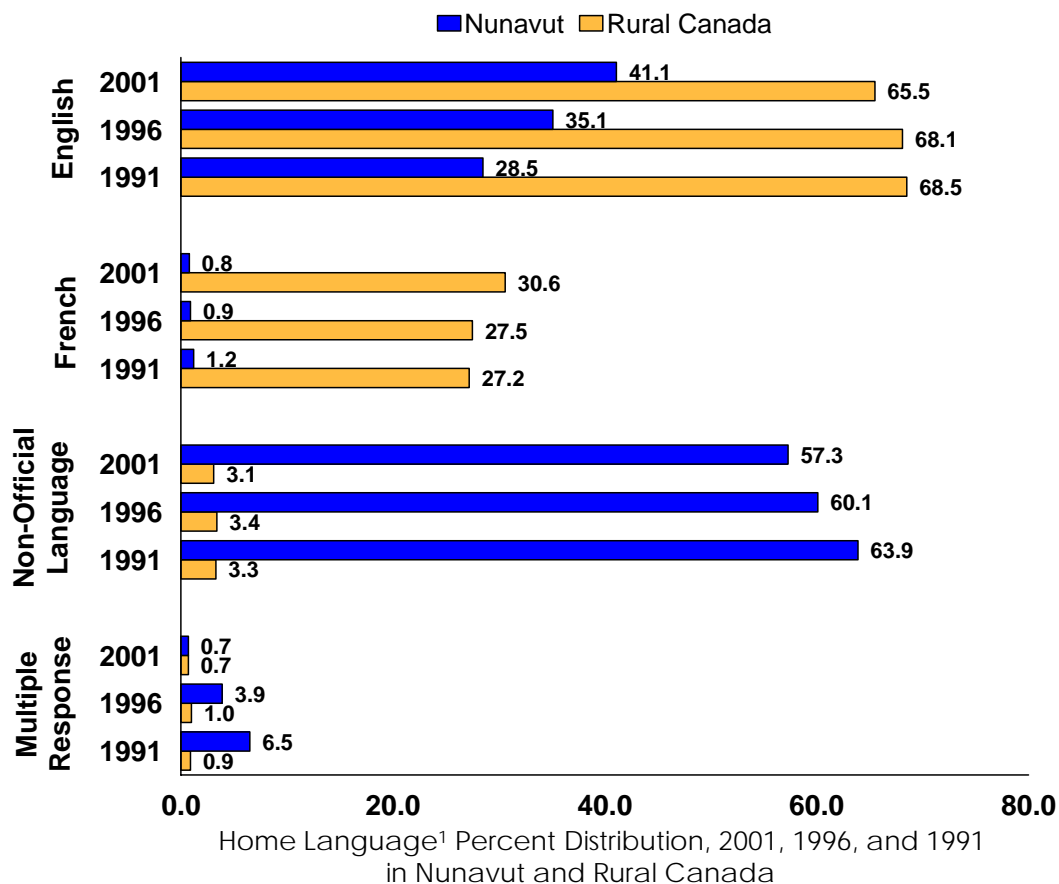
Reflecting the predominance of the Inuktitut and Inuinnaqtun languages among the Inuit, Nunavummiut are much less likely to speak English or French and more likely to speak a non-official language than are rural Canadians.⁶ In 2001, 57.3% of the Nunavut population spoke a non-official language most often at home compared to only 3.1% of the rural Canadian population.

While relative stability over time is observed in home language among the rural Canadian population, the figure demonstrates more variability between 1991 and 2001 among the Nunavut population. Nunavummiut were somewhat less likely to speak a non-official language in 2001 than in 1991 (57.3% compared to 63.9%) and much more

⁶ Though the languages of the Inuit are not included in Canada's official language category, they are considered official languages of Nunavut (Department of Culture, Language, Culture, and Youth, Nunavut Government),

likely to speak English most often at home (from 28.5% to 41.1%). The increasing trend towards speaking English among the Nunavut population may reflect the in-migration of English-speaking individuals or an erosion of the Inuit languages. It could also possibly indicate the continued prevalence of the English language in public service jobs, in which, as shown in Figure 8 almost half of the Nunavut population are employed.⁷

Figure 6: The Nunavut Population is Significantly More Likely than the Rural Canadian Population to Speak a Non-Official Language



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ Home language is based on the language "most often spoken at home" for all three censuses. For the 2001 Census, the home language question asked for the language spoken "most often at home" AND the languages spoken "on a regular basis at home." The 2001 data includes only the language "most often spoken at home" which is the equivalent of "home language" in the 1991 and 1996 censuses. "Non-official languages" include all languages excluding English and French.

⁷ Though the Nunavut government is working towards the establishment of Inuktitut as the working language within the public service arena, it is still the case that English is the predominant language used in public service jobs (Department of Culture, Language, Culture, and Youth, Nunavut Government).

SUMMARY

The above discussion highlights some of the implications for each of the population indicators. We can also, however, explore possible inferences by linking these results together. Between 1991 and 1996, the Nunavut population grew more significantly than the rural populations in any province or territory of Canada. And, whereas we observe declining populations in most rural regions of the country between 1996 and 2001, Nunavut continued to exhibit strong population growth during this period.

With net-migration losses occurring during the latter half of the 1990s in Nunavut (Statistics Canada, 2002a), much of the explanation for this growth likely lies in the high birth rates characteristically found among Aboriginal populations. This high birth rate also means that a greater proportion of the Nunavut population than the rural Canadian population are children (Figure 2). These population trends intensify the demand on children's services in Nunavut. Programs such as Aboriginal Head Start and First Nations and Inuit Child Care are in high need. Other programs such as the Canada Prenatal Nutrition Program and the Community Action Program for Children may also feel added pressure in the near future.

In addition, as the Nunavut population matures and enters the labour force, there may be an increased demand for employment and associated services. Indeed, projections over the next 20 years indicate that the Registered Indian population is moving into a different phase of the demographic cycle as the proportion of working age population (20 – 64 years of age) increases (Indian and Northern Affairs, 2000). While still far below the average age of the non-Aboriginal population, future demand will increase for services related to employment, housing, and other services required for Aboriginal people to enter the workforce (Indian and Northern Affairs, 2000).

B. Economic Indicators

KEY FINDINGS

B.1 Labour Market Indicators

- In 2001, Nunavut had a higher labour force participation (LFP) rate than rural Canada. However, the Nunavut unemployment rate did not compare very favourably with the rural Canada rate in 2001 (17.4% compared to 9.6%). Moreover, while the unemployment rate did drop in Nunavut between 1991 and 2001, decreases within the rural Canadian population were more substantial. As a result, the Nunavut/rural Canadian unemployment rate disparity increased between 1991 and 2001.
- Both the SIC industry classification system for the 1991 and 1996 census and the NAICS classification system for the 2001 census reveal that the majority of Nunavummiut are employed in manufacturing and government-provided services, while rural Canadians are more strongly represented in agriculture, forestry, fishing, farming, and hunting.
- The incidence of self-employment in Nunavut is roughly three times lower than in rural Canada (5.2% compared to 16.7%).

B.2 Income

- Though rural Canada had higher median income values than Nunavut in 2001, the reverse was true in 1996. Nonetheless, the incomes of both Nunavut and rural Canada were approximately 10% lower in 2001 than in 1991.
- In all three census years, Nunavut residents garnered a smaller proportion of their income from social transfer payments than did rural Canadian citizens. Unlike many of the other economic indicators presented in this analysis, reliance on social transfer payments was relatively stable between 1991 and 2001 in Nunavut.

Summary

After experiencing economic gains between 1991 and 1996, the Nunavut economy weakened thereafter. By 2001, Nunavut was more economically disadvantaged than rural Canada.

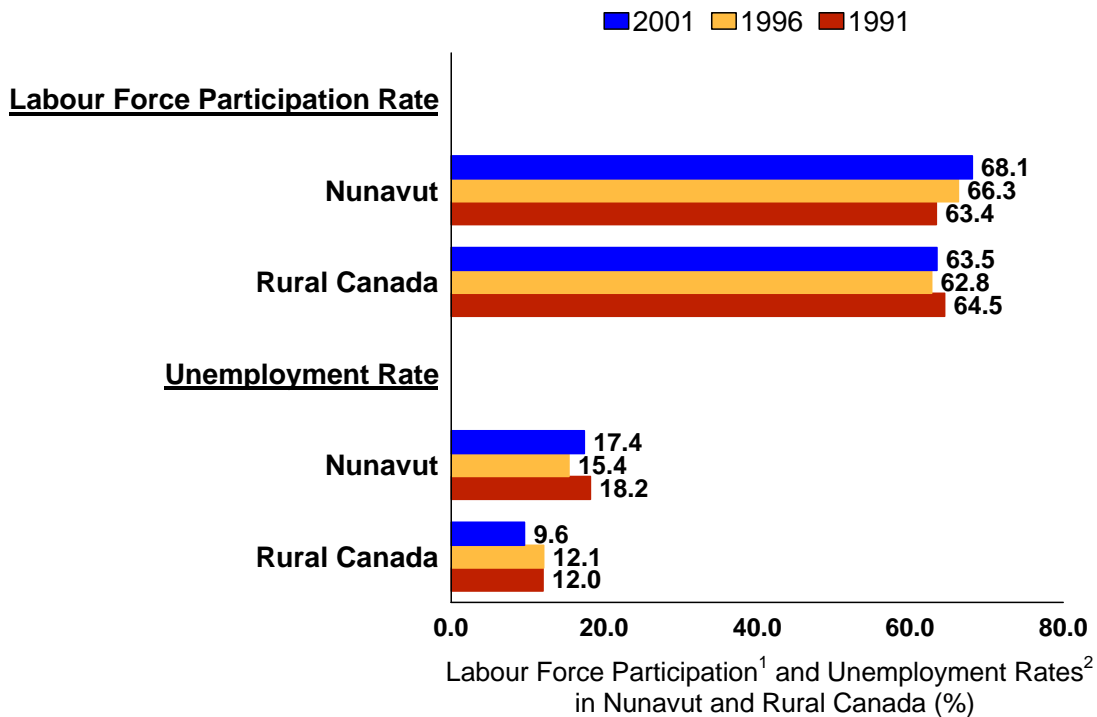
B.1 LABOUR MARKET INDICATORS

B.1.1 Labour Force Participation and Unemployment Rates⁸

Compared to rural Canada, Nunavut had a higher labour force participation rate but a much higher unemployment rate in 2001.

In 2001, the Nunavut labour force had 11,355 members (Appendix Table 2) for a labour force participation (LFP) rate of 68.1% (Figure 7). Whereas the LFP rate consistently increased between 1991 and 2001 in Nunavut, a small trend of declining rates is observed in rural Canada. By 2001, the Nunavut LFP rate exceeded the rural Canada LFP rate by 4.6 percentage points.

Figure 7: Though the Nunavut LFP Rate is Slightly Above the Rural Canadian Rate, Unemployment Rates are Much Higher in Nunavut



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ The Labour Force Participation Rate is the ratio of individuals who are currently employed or who are out of work (but looking for work) to the total number of individuals in the population who are over the age of 15.

² The Unemployment Rate is based on the ratio of individuals who are currently unemployed to those who are in the labour force.

⁸ Please note that the data for unemployment and labour force participation refer to one week of each Census year. Potential seasonal fluctuations or random events that affect the data are not considered. However, at this time, no better data source is available.

Turning to unemployment rates, Figure 7 demonstrates that Nunavummiut have a much higher unemployment rate than rural Canadians (17.4% compared to 9.6%). Both experienced a decline in unemployment rates between 1991 and 2001, but the decline was greater in rural Canada than in Nunavut. As a result, the Nunavut / rural Canada disparity in unemployment rates increased from 6.2 to 7.8 percentage points during this period.

Overall, the combination of increasing LFP rates and decreasing unemployment rates in Nunavut indicates that a smaller proportion of a larger labour force was unemployed in 2001 compared to 1991. Though unemployment rates were among the highest in the nation, the figure provides some evidence to suggest an over-time improvement in the labour market conditions of Nunavut.

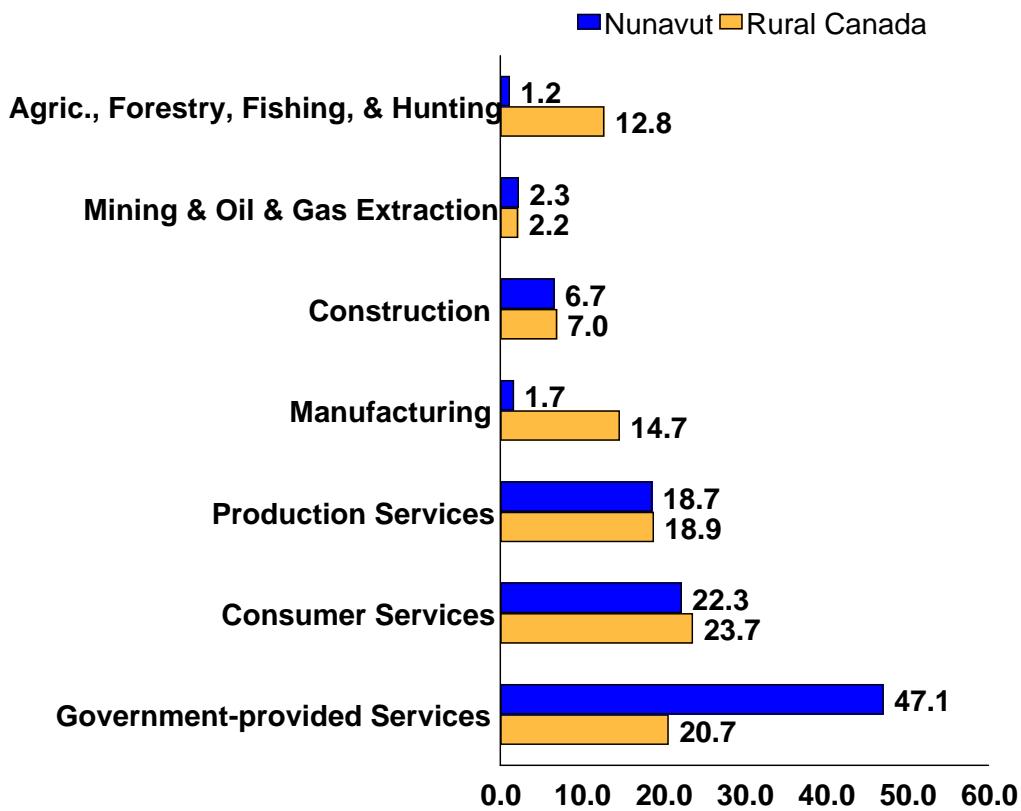
B.1.2 Industry Employment Distribution

Compared to rural Canadians, the Nunavut population is much more likely to be employed in government-provided services and less likely to be employed in agriculture, forestry, fishing, and hunting.

The Nunavut labour force can be classified based on the industry in which people are employed. This is determined by assessing the general nature of the business carried out by the individual's employer. In measuring industry employment, the 1991 and 1996 censuses used the 1980 Standard Industrial Classification (SIC) system, while the 2001 census adopted the North American Industry Classification System (NAICS). Comparisons between the two systems are inappropriate, so industry employment is presented separately for 2001 and for 1996 and 1991. Beginning with the NAICS system, Figure 8 presents seven broad industry categories for Nunavut and rural Canada for 2001 only.

In 2001, Nunavut employment in agriculture, forestry, fishing, and hunting accounted for only 1.2% of employment compared to 12.8% of employment in rural Canada. Rural Canadians are also significantly more likely than Nunavummiut to be working in manufacturing jobs (14.7% compared to 1.7%). We observe much less variation between the two regions in employment in mining and oil and gas extraction, construction, and production and consumer services. In 2001, however, the Nunavut population was more than twice as likely as the rural Canadian population to be employed in government-provided services (e.g., educational services, healthcare and social assistance, and public administration) (47.1% compared to 20.7%).

Figure 8: The Nunavut Population is Much More Likely than the Rural Canada Population to Work in Government-Provided Services



2001 Industry Sector (NAICS)¹ Employment Percent Distribution in Nunavut and Rural Canada

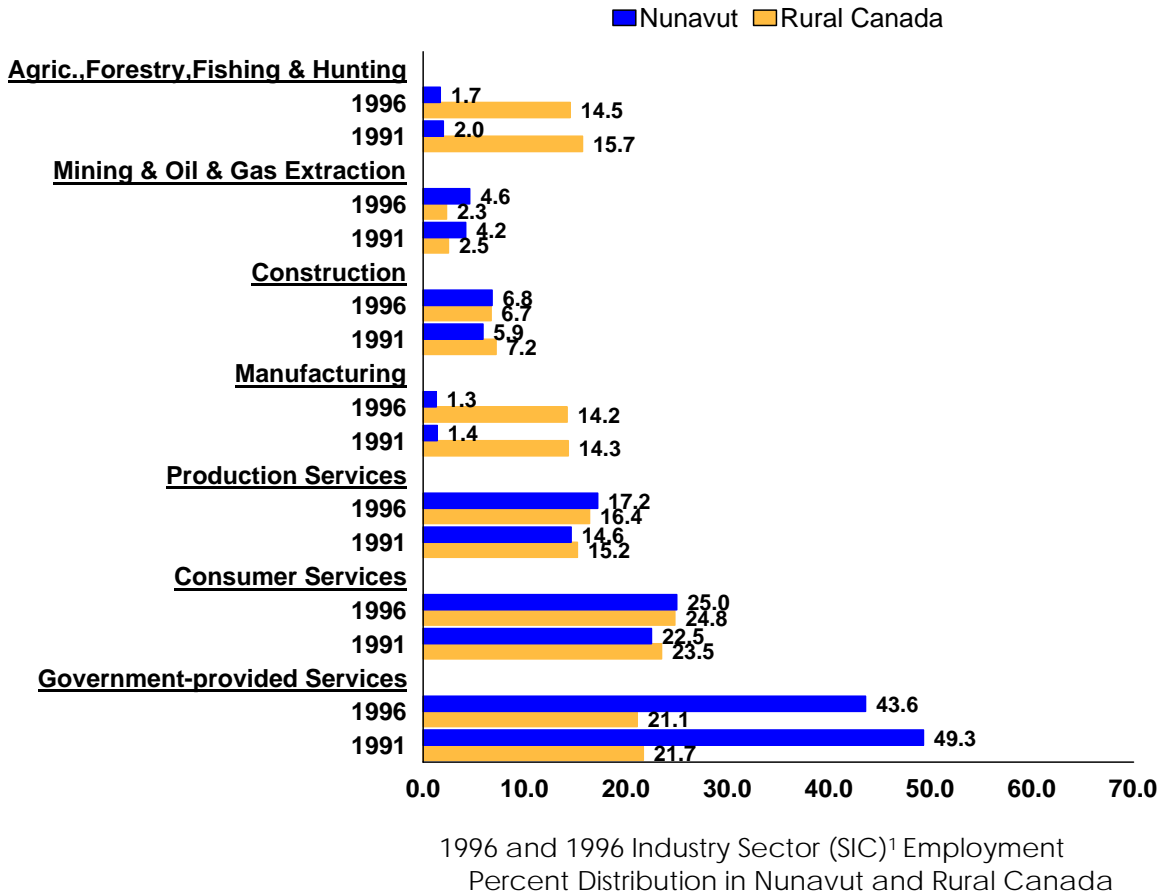
Source: Statistics Canada, Census of Population, 2001

¹ Based on the 1997 North American Industry Classification system (NAICS). **Production Services** includes utilities, wholesale trade, transportation and warehousing, information and cultural industries, finance and insurance, real estate and rental and leasing, professional, scientific and technical services, management of companies and enterprises, administrative and support, waste management and remediation services. **Consumer Services** includes retail trade, arts, entertainment and recreation, accommodation and food services, and other services. **Government-Provided Services** includes educational services, healthcare and social assistance, and public administration.

Clearly, government-provided service employment is a substantial contributor to the economy of Nunavut. This follows a well-established trend of increasing employment in government-provided service jobs in northern Canada since 1981 (Bollman, 2001).

The overall industry patterns across geographic zones observed in Figure 8 are similar to those of 1991 and 1996, as shown in Figure 9. In both census years, the Nunavut population is much less likely than the rural Canadian population to be employed in agriculture, forestry, fishing, and hunting and manufacturing while more Nunavummiut are employed in government-provided services.

Figure 9: The Nunavut Population is Much More Likely than the Rural Canada Population to Work in Government-Provided Services



Source: Statistics Canada, Census of Population, 1996 and 1991

¹ Based on the 1980 Standard Industry Classification (SIC) system. **Production Services** includes communication and other utilities, wholesale trade, transportation and storage, finance and insurance, real estate operator and insurance agent, and business services. **Consumer Services** include retail trade, accommodation, food and beverage, and other services. **Government-Provided Services** includes educational services, health and social assistance, and government service.

The figure also shows a slight shift over time in the distribution of employment among the three service industries in Nunavut. A 1991-to-1996 reduction in the proportion working in government-provided service jobs of 5.7 percentage points was offset by increases in production and consumer services of a combined 5.1 percentage points. Rural Canada also experienced an increase in the proportion employed in production and consumer services during this period (of a combined 2.7 percentage points). Finally, a small increase in construction employment also occurred in Nunavut (from 5.9% in 1991 to 6.8% in 1996). This finding corresponds to the relatively high rate of new housing construction that took place during the same time period (Figure 17).

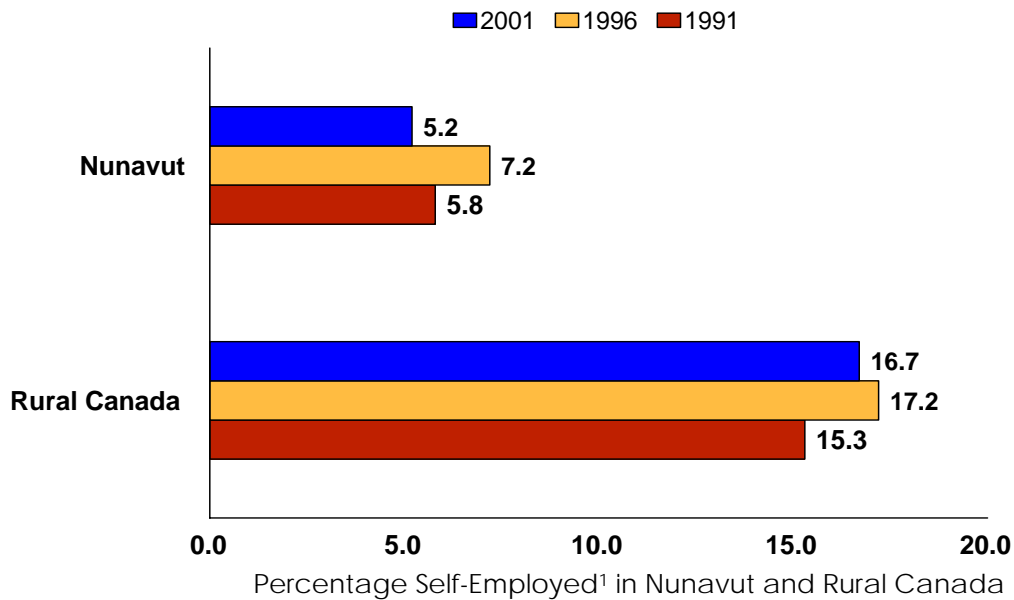
B.1.3 Self-Employment

The Nunavut population is much less likely than the rural Canadian population to be self-employed.

The Nunavut labour force can also be analyzed by examining the proportion of self-employed individuals versus those who are considered employees. Self-employment includes operating a business or professional practice, doing freelance or contract work, and farming, fishing, and trapping. It also includes operating a direct distributorship selling and distributing goods such as cosmetics (Statistics Canada, 1999a).

In 2001, 5.2% of the Nunavut labour force was self-employed as opposed to working as an employee (Figure 10). By comparison, rural Canadians were over three times more likely to be self-employed (16.7%). This difference likely reflects the much smaller proportion of Nunavummiut than rural Canadians who are employed in agriculture industries, which is largely comprised of self-employed farmers (du Plessis, 2004). The 1991-to-1996 increase in this type of employment in Nunavut may reflect the increase in production service industries during this period, some of which would include individuals operating a business or professional practice (e.g., realtors).

Figure 10: Self-Employment is Much Less Prevalent in Nunavut than in Rural Canada



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ Self-employment is expressed as a ratio to the total labour force 15 years of age and over. Self-employment includes operating a business or professional practice, doing freelance or contract work, and farming, fishing and trapping. It also includes operating a direct distributorship selling and distributing goods such as cosmetics (Statistics Canada, 1999a).

B.2 INCOME

The incomes of Nunavummiut are below those of rural Canadians, but social transfer income comprises a smaller share of Nunavummiut incomes than it does of rural Canadian incomes.

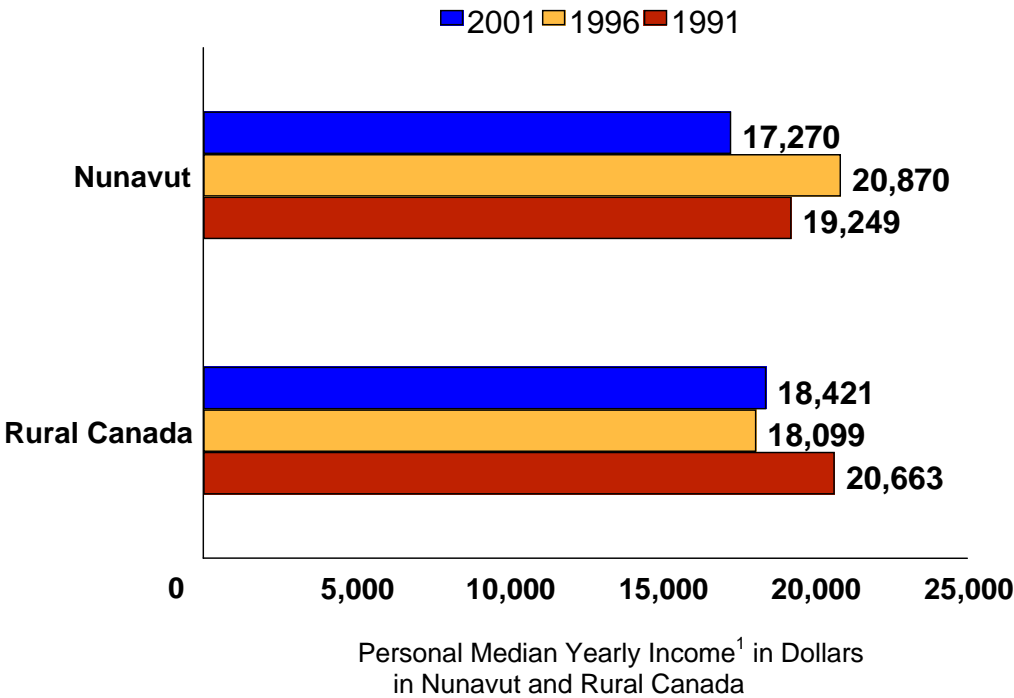
B.2.1 Median Personal Income

While mean income values are commonly used as an estimate of the economic well-being of the inhabitants of a given area, median personal income is used in this report since it is a more appropriate measure when making comparisons across time.⁹ Unlike mean income values, median measures are not as unduly influenced by extreme values. The 1991 and 1996 annual income figures presented in Figure 11 are adjusted to 2000 real dollars.

⁹ Mean is also commonly known as the average. Median is equivalent to the 50th percentile.

In 2001, lower median income values are found in Nunavut than in rural Canada (\$17,270 compared to \$18,421). But the figure reveals that this has not always been the case, since we observe very different over-time patterns in median incomes between the two regions. Whereas the median income values in Nunavut increased between 1991 and 1996, they dropped in rural Canada. And, whereas between 1996 and 2001 incomes dropped in Nunavut, they increased slightly in rural Canada. Overall, however, the 10-year decline in median incomes was very similar between the two. In 2001, Nunavut incomes were 94% of the 1991 incomes and the 2001 rural Canadian incomes were 89% of their 1991 incomes.

Figure 11: In 2001, the Median Income in Nunavut was 94% of the Rural Canada Income



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991
¹ Median income is yearly income for the population aged 15 years and over and is reported in 2000 real dollars.

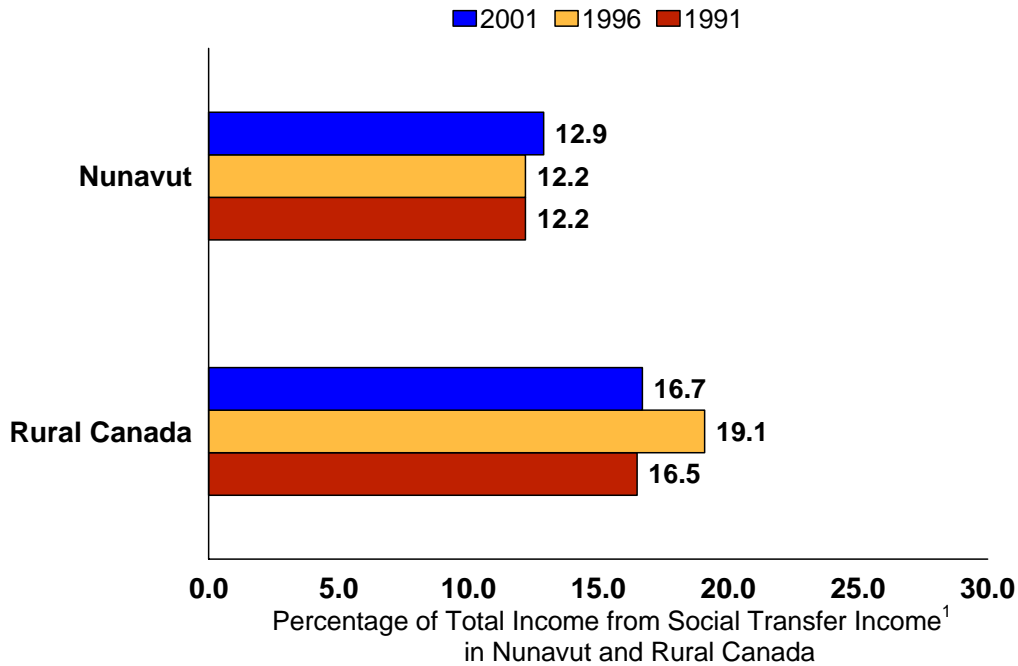
B.2.2 Share of Total Income from Social Transfer Income

We can also gain an indication of the relative economic conditions for Nunavut by examining source of income. Larger proportions of income derived from social transfer payments, as opposed to employment income or personal investments, suggest greater economic dependence. We conclude this analysis of economic conditions in Nunavut by examining the percentage of total income derived from social transfer payments in 2001, 1996, and 1991 as displayed in Figure 12.

Most evident is the fact that Nunavummiut received a smaller proportion of their income from government sources than did rural Canadians. 12.9% of Nunavut incomes were made up of social transfer payments in 2001, compared to 16.7% of rural Canadian incomes. Given the higher unemployment rates (and therefore greater reliance on unemployment insurance) and larger child population (and therefore larger disbursements of child tax credits) in Nunavut, this difference must be explained by the much larger proportion of seniors in rural Canada (and therefore larger Old Age Security and Pension Plan disbursements).

Other than the fact that the 1996 number for rural Canada stands out as being much higher than in the other two census years, Figure 12 depicts relative over-time stability in the proportion of income derived from social transfer payments. The stability of this indicator within Nunavut is especially notable since it departs from the relatively volatile changes observed for the other economic indicators. Changes over time in social transfer payments could be due to increasing or decreasing unemployment, old age security, Canadian Pension Plan payments, or child tax credits. The results for Nunavut are somewhat puzzling since we observe significant changes in unemployment rates (Figure 7) as well as noteworthy changes in the distribution between the population that are children and seniors during this 10-year period (Table 1). One plausible explanation is that the changes in unemployment insurance, child tax credits, and pension plan payments offset each other, resulting in a negligible increase in reliance on social transfer payments between 1996 and 2001.

Figure 12: The Nunavut Population Garner a Smaller Share of their Income from Social Transfer Payments than Does the Rural Population of Canada



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ Social transfer income refers to all government transfer payments to individuals including Old Age Security, Canadian/Quebec Pension Plans, Unemployment Insurance and Child Tax Credits and is expressed as a ratio of the amount of government transfer payments to the total average income among the population 15 years and older.

SUMMARY

Most of the indicators presented in this section reveal that in 2001, Nunavut was more economically disadvantaged than rural Canada. Though LFP rates were slightly higher in Nunavut than in rural Canada, unemployment rates were significantly higher and incomes somewhat lower. With much higher unemployment rates and a much larger proportional child population, the much lower rate of reliance on social transfer income in Nunavut is a finding that we cannot explain with the data used in this report.

The analysis of Nunavut demonstrates that, while experiencing economic gains between 1991 and 1996, the Nunavut economy weakened thereafter. Specifically, we observe a 1991-to-1996 increase in LFP rates and median incomes, an increase of employment in the typically more lucrative production service industries, and a decrease in unemployment rates. But between 1996 and 2001, median incomes decreased while unemployment rates increased. Interestingly, the up-and-down pattern in self-employment throughout the decade also corresponds to the over-time

pattern of change in the other economic indicators. In rural Canada, however, we observe an opposite pattern with increasing economic strength after 1996. As a result, the relative economic standing of the two regions has also shifted. For instance, whereas incomes in Nunavut were 15% higher than in rural Canada in 1996, by 2001 they were 6% lower. Additionally, compared to rural Canada, the Nunavut disadvantage in unemployment rates increased from 3.3 percentage points in 1996 to 7.8 percentage points in 2001.

C. Education Indicators

KEY FINDINGS

C.1 Educational Attainment

- Nunavummiut were less likely than rural Canadians to have completed high school (43.0% compared to 38.4% without high school), but were also slightly more likely to have earned a university degree (8.8% compared to 8.3%).
- In 2001, the Nunavut population was more likely than the rural Canadian population to have attended a post-secondary institution (51.5% vs. 47.2%).

C.2 Education Providers

- Between 1991 and 2001, the number of education providers per capita decreased in both Nunavut and rural Canada as a whole. Nonetheless, in 2001, Nunavut had nearly twice as many education providers per capita than did rural Canada.

Summary

The educational attainment disparity within Nunavut is greater than that within rural Canada. While the lower levels of high school completion among Nunavummiut may mean more difficult labour market experiences such as unemployment and lower incomes, high representation among the post-secondary categories is encouraging. The greater number of education providers per capita in Nunavut than in rural Canada is also a positive finding.

C.1 EDUCATIONAL ATTAINMENT

Compared to rural Canada, Nunavut residents are more likely to have less than a high school diploma and more likely to have earned a university degree.

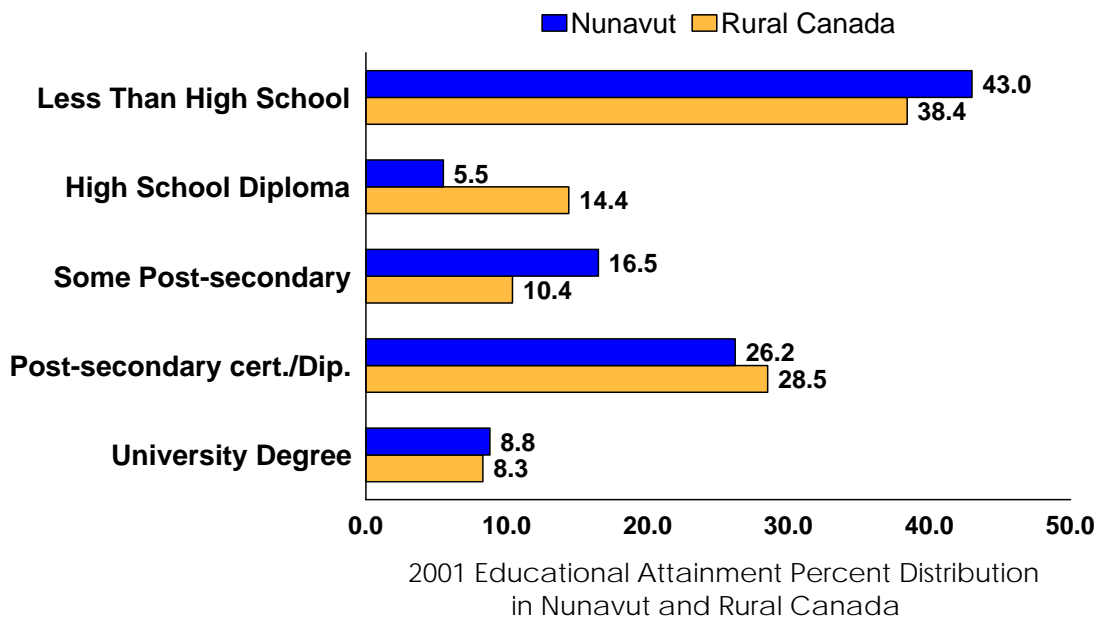
It is generally accepted that higher educational attainment is associated with higher earnings and an increased level of well-being. As was the case for industry employment, a change to the census in 2001 precludes direct comparison of level of education between 2001 and the two earlier census periods.¹⁰ Figure 13 presents the highest level of educational attainment achieved by the territorial and rural Canadian populations in 2001 and Figure 14 presents the same indicator for 1996 and 1991.

Beginning with Figure 13, in 2001, a somewhat higher proportion of Nunavummiut than rural Canadians had less than a high school diploma (43.0% compared to 38.4%), and a much lower proportion had earned a high school diploma (5.5% compared to 14.4%). A significantly larger proportion of the Nunavut population had some post-secondary education (16.5% compared to 10.4%) and a slightly larger proportion had earned a university degree (8.8% compared to 8.3%). Otherwise, rural Canadians are slightly more highly represented in the post-secondary certificate / diploma educational category (28.5% compared to 28.2%). Thus, overall, the educational attainment of Nunavummiut is more polarized than that of rural Canadians, with a more significant portion not attaining a high school diploma and more than half (51.5%) having at least some post-secondary experience (compared to 47.2% among rural Canadians).

Clearly, grouping Iqaluit with all other communities distorts the above numbers. In 2001, 45% of all Nunavummiut with a university degree lived in the capital. Furthermore, while we compare Nunavut to rural Canada, that comparison does not take into consideration the added responsibility of Nunavummiut to operate a whole territorial government. Educational attainment, as far as university degrees are concerned in any case, seems inadequate.

¹⁰ The data provided for 1991 and 1996 are for individuals aged 15 and over, while the 2001 census data are provided for those 20 years of age and over.

Figure 13: The Nunavut Population Has a More Polarized Educational Attainment Structure than the Rural Canadian Population



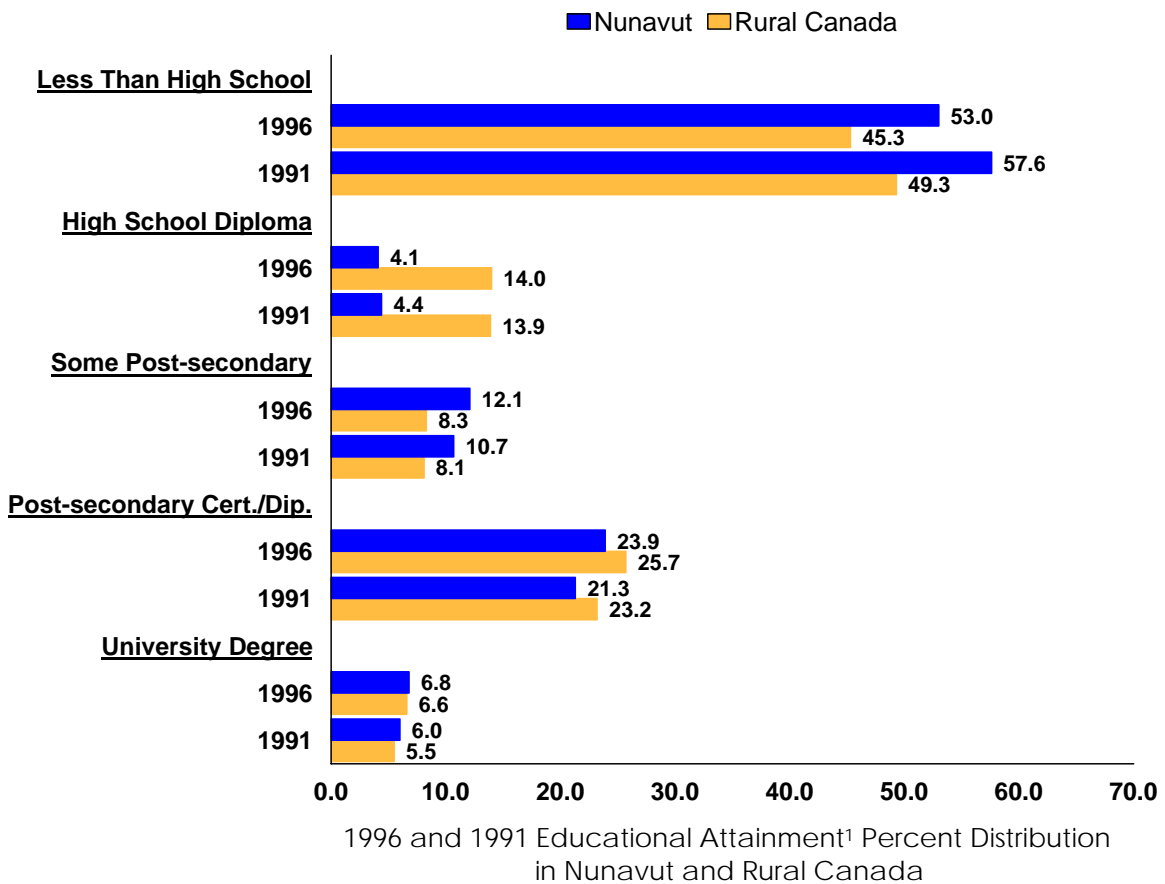
Source: Statistics Canada, Census of Population, 2001

¹ 2001 educational attainment data are provided for the population 20 years of age and over.

Figure 14 presents the 1996 and 1991 Census data on educational attainment and depicts the same trends that were observed in 2001: Nunavummiut are more likely than rural Canadians to have less than a high school education, some post-secondary experience, and a university degree.

As for over-time changes, Figure 14 illustrates increases in educational attainment across Nunavut and rural Canada. For both, slightly greater proportions of individuals had received a post-secondary certificate, diploma or degree in 1996 than in 1991. The increase over time in the “some post-secondary” category is somewhat more notable in Nunavut than in rural Canada (by 1.4 compared to just 0.2 percentage points).

Figure 14: Between 1991 and 1996, Educational Attainment Increased in Both the Territory and the Nation



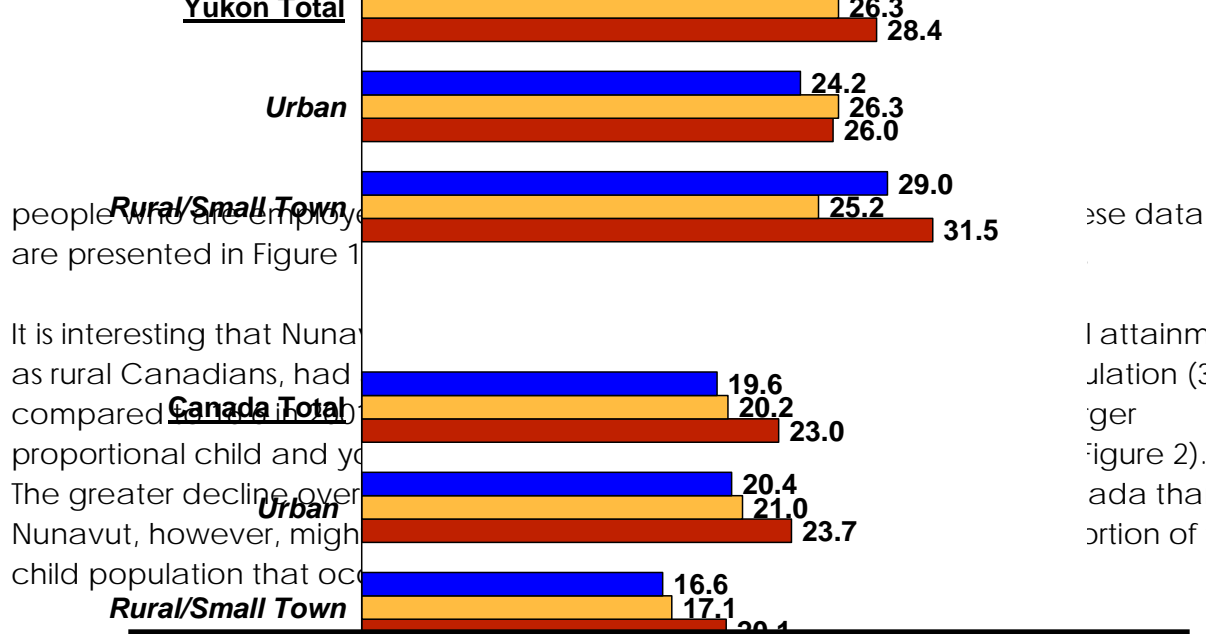
Source: Statistics Canada, Census of Population, 1996 and 1991

¹ 1996 and 1991 educational attainment are for the population 15 years of age and over.

C.2 EDUCATION PROVIDERS

In 2001, Nunavut had a much higher number of education providers per 1,000 population than did rural Canada.

There are many factors that might contribute to the quality of education. One practice that permits easily quantifiable comparisons is to examine the ratio of education providers to population in an area. This is calculated by determining the number of



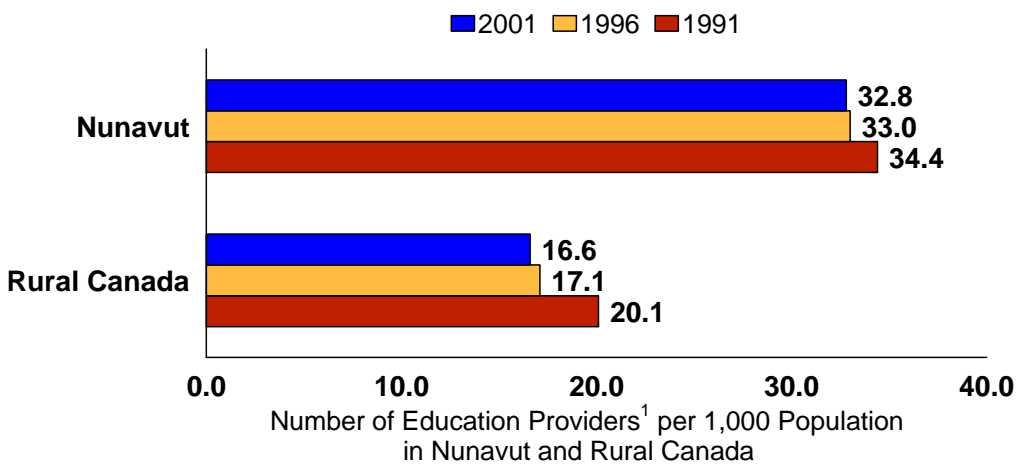
people who are employed are presented in Figure 1

It is interesting that Nunavut, as rural Canadians, had a higher percentage of the proportional child and youth population than in Nunavut, however, might be due to the child population that occurs

use data

attainment (32.8 per cent (figure 2). Canada than in other parts of the

Figure 15: In 2001, Nunavut had Nearly Two Times as Many Education Providers Per 1,000 Population than did Rural Canada



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991
¹ The number of individuals working in Statistics Canada's occupational classification category of 'teachers or professors' per 1,000 people.

SUMMARY

The educational findings presented in this section indicate that Nunavut and rural Canada differ in some important ways. Nunavummiut were most highly represented in the lowest and the highest educational categories. Overall, however, the Nunavut population was more likely than the rural Canadian population to be represented at the post-secondary level.

¹¹ It should be understood that education providers are designated to the geographic area where they reside and not where they teach. As such, the per capita education providers in each zone may not accurately represent the number of educators serving the population in the zones.

D. Social Indicators

KEY FINDINGS

D.1 Family Structure (Lone-Parent Families)

- Between 1991 and 2001, the incidence of lone-parent families increased by 8.4 percentage points in Nunavut. By 2001, lone-parent families were almost twice as prevalent among Nunavummiut than rural Canadians (25.7% compared to 13.0%).

D.2 Housing

- Nunavummiut are more likely than rural Canadians to be residing in new houses: nearly one-half (49.4%) of houses were constructed between 1986 and 2001 compared to only 22.7% of houses in rural Canada.

Summary

The social indicators presented in this section signify growing concern with respect to the large and rising incidence of lone-parent families while the larger proportions of new houses is encouraging.

D.1 FAMILY STRUCTURE (LONE-PARENT FAMILIES)

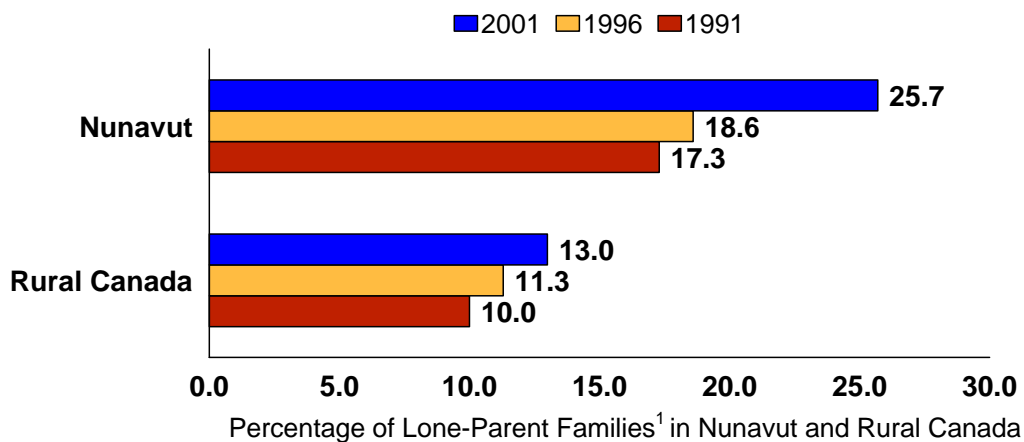
The incidence of lone-parent families is considerably higher and increased more dramatically in Nunavut than in rural Canada between 1991 and 2001.

In Canada, as in many countries, family structures have been changing. The frequency of divorce has risen and common-law relationships are increasingly popular (Statistics Canada, 2002b). Studies have shown that the growth of lone-parent families has been one of Canada's most significant social trends (Ross *et al.*, 1998).

Nunavut is no exception to this trend. In 2001, 25.7% of Nunavut families were lone-parent families, compared to just 13.0% of rural Canadian families (Figure 16). When examining historical trends in the incidence of lone-parent families, moreover, the figure demonstrates that the incidence of lone-parent families has risen more dramatically in Nunavut than in rural Canada. While the incidence increased by 8.4 percentage points between 1991 and 2001 in Nunavut, it increased by only 3.0 percentage points in rural Canada.

The more rapid rate of increase in the incidence of lone-parent families in Nunavut may reflect the high rates of this family structure among Aboriginal people living in Canada (26.6%; Corporate Information Management Directorate, 2000).

Figure 16: Lone-Parent Families are Much More Prevalent in Nunavut than in Rural Canada



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ A change to the measurement of lone-parent families in 2001 marginally inflates the percentage in this year.

D.2 HOUSING

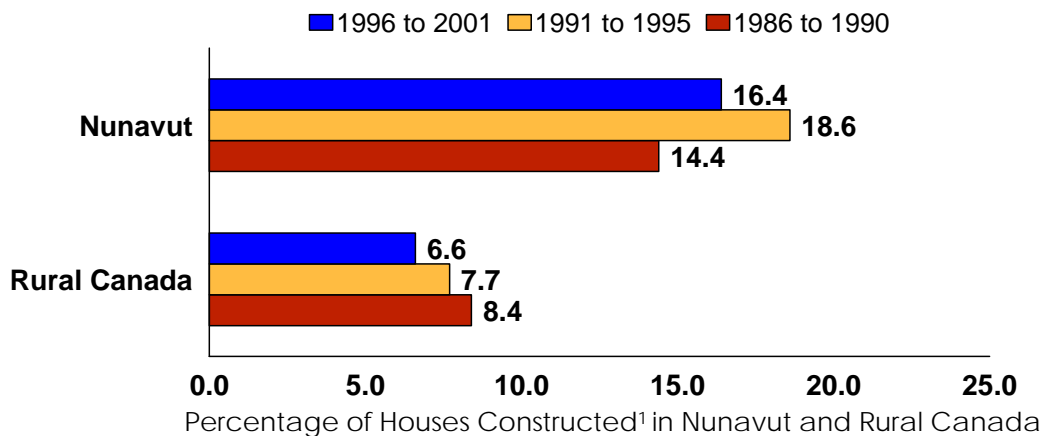
Average dwelling values are significantly higher in Nunavut than in rural Canada, but housing in the latter areas is only marginally more affordable.

D.2.1 Recent Housing Construction

The period of housing construction provides an indication of economic and population growth in Nunavut. The greater the percentage of houses constructed more recently, the greater the likelihood that those communities have experienced economic and population growth. Figure 17 presents the percentage of houses constructed between 1996 and 2001, 1991 and 1995, and 1986 and 1990 for Nunavut and rural Canada.

Figure 17 clearly demonstrates that Nunavut has a larger percentage of new housing than does rural Canada. A greater proportion of houses were constructed in Nunavut than in rural Canada for each of the three inter-census periods. In total, Nunavut was nearly twice as likely as rural Canada to have housing that was constructed since 1986 (49.4% compared to 22.7%). Part of this difference likely reflects the much greater overall population growth that has occurred in the territory than in the nation.

Figure 17: A Much Larger Percentage of Nunavut Houses than Rural Canada Houses Have Been Constructed Since 1986



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ Expressed as a percentage of the total number of occupied private dwellings.

SUMMARY

The social indicators presented in this section signify growing concern with respect to the large and rising incidence of lone-parent families and the over-time increase in the proportion of households exceeding the 30% spending limit on shelter-related costs in Nunavut.

The rapid growth of lone-parent families in Nunavut is an issue worth closer examination since this family structure has implications for other social and economic conditions. For example, the National Longitudinal Survey of Children and Youth (Ross *et al.*, 1998) found that when measuring behavioural outcomes such as emotional disorders and aggression, children in lone-parent family situations fared relatively poorly, compared to the general population of children. In addition, the parents in these situations may experience further barriers when raising children, including an increased likelihood of poverty. This economic factor may be just as instrumental in the development patterns of children as is their family situation (Ross *et al.*, 1998). Therefore, programs designed to mediate these effects are advisable. Possible examples include childcare support or subsidies, and financial support for low-income single parents. It is also essential that early intervention is emphasized, as poor performance in social and academic arenas is not likely to resolve itself with age, and may, in fact, worsen (Ross *et al.*, 1998). These recommendations are especially pertinent to Nunavut where we see increasing rates of lone-parent families combined with relatively low incomes.

E. Health Care Indicators

KEY FINDINGS

E.1 Health Care Providers

- In 2001, the number of health care providers per 1,000 population was more than two times lower in Nunavut than in rural Canada. Moreover, the Nunavut/rural Canada disparity in health care providers increased between 1991 and 2001 (from 10.0 to 12.1 providers per 1000 population).
- Compared to rural Canada, Nunavut is disadvantaged in terms of access to all levels of health care providers. This disadvantage, however, is most apparent in accessing lower level health care providers.

Summary

The results suggest a health care disadvantage for citizens of Nunavut compared to rural Canadians. The ability of residents to access health care is further compromised by the greater distance needed to travel to services and specialists in the north. Access to adequate health care among the growing Aboriginal population residing in the territory may be of particular concern.

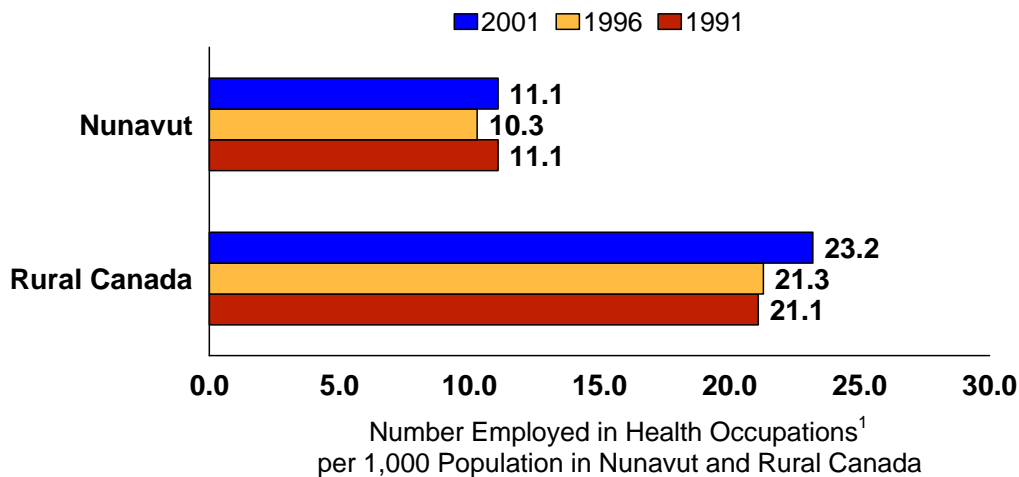
E.1 HEALTH CARE PROVIDERS

Nunavut has less than half the number of health care providers per 1,000 residents than does rural Canada with lower numbers in all four types of specific health care provider occupations.

Access to health services is a concern to all Canadians and especially to those residing in rural areas. One measure of access to health care is the number of health care providers per capita in a given area. In this instance, the number of health care providers per 1,000 people is used to illustrate accessibility to health services.¹²

As demonstrated in Figure 18, in 2001, the relative number of health care providers in rural Canada was more than two times higher per 1,000 residents than in Nunavut (23.2 compared to 11.1). The territorial / national gap, moreover, has increased between 1991 and 2001. While rural Canada had 10.0 more health care providers per 1,000 population than Nunavut in 1991, this figure climbed to a difference of 12.1 providers by 2001.

Figure 18: In 2001, Rural Canada Had More than Two Times as Many Health Care Providers Per 1,000 Population as Did Nunavut



Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

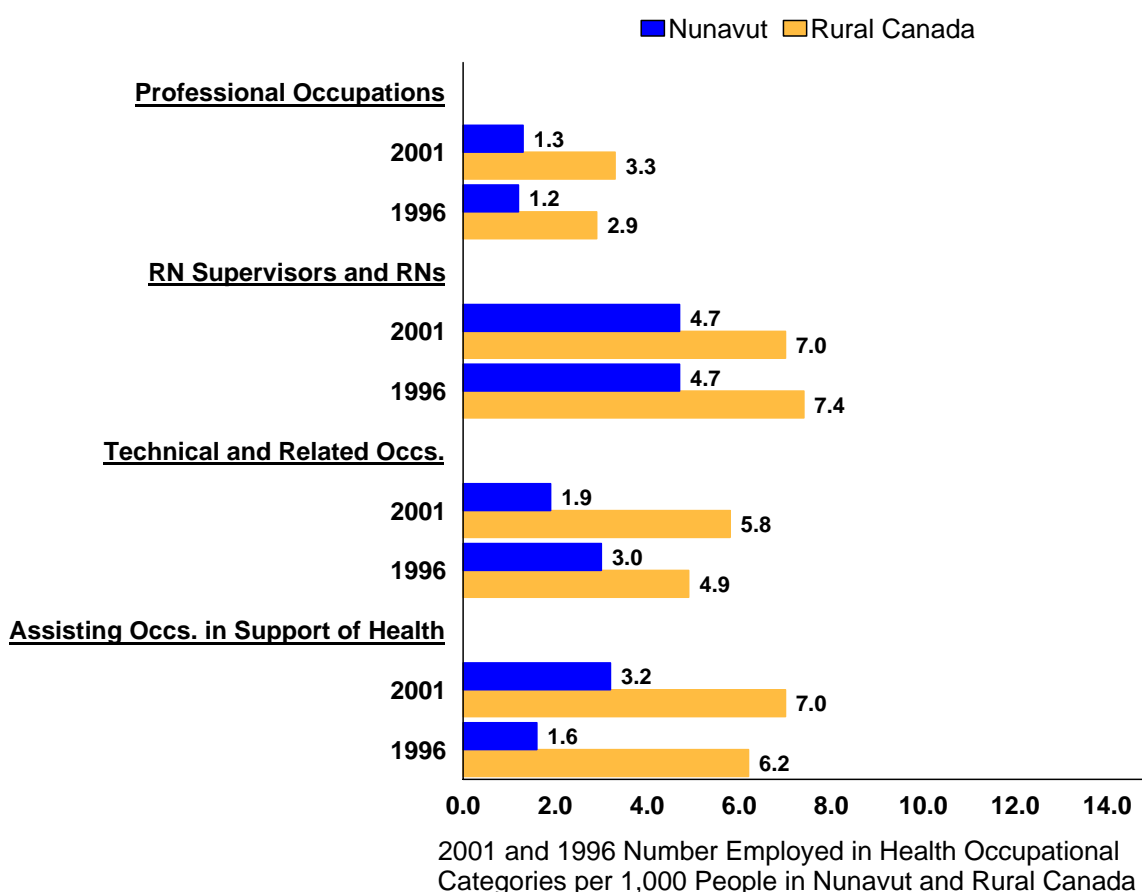
¹ The number of individuals working in Statistics Canada's occupational classification category of 'health occupations' per 1,000 people.

¹² It should be understood that health care providers are designated to the geographic area where they reside and not where they work. As such, the per capita health care providers in rural areas may not accurately represent the number of providers serving the population of that area.

Figure 19 presents a more detailed picture of the type of health care providers per capita for each geographic zone and for the 2001 and 1996 censuses only.¹³

The figure reveals that the health care disadvantage for Nunavut is apparent for each of the four occupational categories, however, it is most apparent for health care providers working in technical and related occupations and in assisting occupations. The smallest difference (of 2 providers per 1000 residents) is observed for professional occupations (e.g., physicians). Still, the disparity in professional health care providers increased slightly between 1996 and 2001 (from a difference of 1.7 in 1991 to a difference of 2.0 in 2001). A noteworthy increase in health care provider disparity is also observed within the technical health care occupations (from a difference of 1.9 in 1991 to a difference of 3.9 by 2001).

Figure 19: All Four Types of Health Occupations Per 1,000 Population are Lower in Nunavut than in Rural Canada



Source: Statistics Canada, Census of Population, 2001 and 1996

¹³ Detailed occupational information on health care providers is not available for 1991.

SUMMARY

The results from Figures 18 and 19 clearly indicate a health care disadvantage for Nunavut when compared to rural Canada. In 2001, Nunavut had 11.1 health care providers per 1,000 people, only 1.3 of whom were health care professionals such as doctors. Such a low number of doctors per capita may put a strain on those who choose to practice in the territory. This is especially the case when one considers that the majority (over 80%) of consultations with health care providers are with physicians (Statistics Canada, 1999b).

The health care provider findings, however, are not surprising since there is only one hospital in the territory (located in Iqaluit) and the majority of health services available to Nunavummiut are in the form of nursing stations or health centres, as opposed to doctor's offices and hospitals (Diverty and Pérez, 1998). Distance is also likely a more important factor in Nunavut than it is in other rural communities of Canada. In fact, approximately two-thirds of individuals living above 65° north latitude have to travel over 100 kilometers to the nearest physician (Ng *et al.*, 1999). This distance and the associated travel cost limit the ability of residents of many communities in Nunavut to access needed health care services.

Other aspects of health care must also be considered. For instance, the wellness of the Aboriginal population should also not be overlooked. The much larger proportional Aboriginal representation in Nunavut than in rural Canada is an important consideration when assessing health care. Recent studies have shown that the health of Aboriginal Canadians is well below that of other citizens. Aboriginal people have higher rates of chronic conditions such as diabetes, cardiovascular disease and cancer, and are more likely to be exposed to infectious diseases such as hepatitis, meningitis, and HIV/AIDS, to name a few (Kinnon, 2002). Nunavut specifically has the highest proportion of Chlamydia infections in Canada (Nunavut Department of Health and Social Services, 2002). The distance required to access health care may limit the ability of Aboriginal people in many territorial communities to access needed health care services. Access to adequate health care among the Aboriginal population residing in the territory is therefore worthy of further investigation.

F. Conclusions

The report demonstrates that Nunavut is disadvantaged compared to rural Canada with respect to most economic and social conditions, and, perhaps most apparently, in terms of health care providers. Moreover, the unemployment rates, median incomes, incidence of lone-parent families and health care provider data suggest an increasing disadvantage over time. The situation regarding educational attainment appears to be two-sided as Nunavummiut were more highly represented in the lowest but also the highest educational categories. It should not be overlooked, however, that there are a few indicators that demonstrate a more positive situation for Nunavut (e.g., higher education providers per capita, higher labour force participation rates, lower and more stable rates of reliance on social transfer income than in rural Canada).

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**APPENDIX:
SUPPLEMENTARY TABLES**

Appendix Table 1: Population Percentage Change¹ in Canada
By Province / Territory and Geographic Zone; 1996 to 2001 and 1991 to 1996

	1996 (2001 boundaries)	2001 (2001 boundaries)	1996-2001 % Change	1991 (1996 boundaries)	1996 (1996 boundaries)	1991-1996 % Change
Canada	28,846,761	30,007,094	4.0	27,318,076	28,871,473	5.7
Urban Total	22,654,692	23,839,086	5.2	21,140,156	22,449,855	6.2
RST Total	6,192,069	6,168,008	-0.4	6,177,920	6,421,618	3.9
.. Strong MIZ	1,470,493	1,524,579	3.7	1,458,941	1,564,837	7.3
.. Moderate MIZ	2,307,387	2,285,538	-0.9	2,290,094	2,365,371	3.3
.. Weak MIZ	2,027,488	1,969,211	-2.9	2,078,315	2,119,337	2.0
.. No MIZ	330,616	333,847	1.0	329,353	347,361	5.5
.. Territories ²	56,085	54,833	-2.2	n.a.	n.a.	n.a.
Nunavut²	24,730	26,745	8.1	21,217	24,712	16.5
Urban Total	N/A	N/A	N/A	N/A	N/A	N/A
Territories	24,730	26,745	8.1	21,217	24,712	16.5
Newfoundland/ Labrador	551,792	512,930	-7.0	568,474	551,792	-2.9
Urban Total	244,868	238,538	-2.6	244,889	244,868	0.0
RST Total	306,924	274,392	-10.6	323,585	306,924	-5.1
.. Strong MIZ	19,947	17,804	-10.7	20,770	19,947	-4.0
.. Moderate MIZ	140,596	125,213	-10.9	150,471	140,672	-6.5
.. Weak MIZ	118,960	107,024	-10.0	122,833	119,012	-3.1
.. No MIZ	27,421	24,351	-11.2	29,511	27,293	-7.5
Prince Edward Island	134,557	135,294	0.5	129,765	134,557	3.7
Urban Total	73,225	74,558	1.8	69,885	73,225	4.8
RST Total	61,332	60,736	-1.0	59,880	61,332	2.4
.. Strong MIZ	18,966	18,989	0.1	17,902	18,966	5.9
.. Moderate MIZ	29,713	29,371	-1.2	29,227	29,713	1.7
.. Weak MIZ	11,925	11,690	-2.0	11,940	11,925	-0.1
.. No MIZ	728	686	-5.8	811	728	-10.2
Nova Scotia	909,282	908,007	-0.1	899,942	909,282	1.0
Urban Total	568,062	574,696	1.2	546,052	557,614	2.1
RST Total	341,220	333,311	-2.3	353,890	351,668	-0.6
.. Strong MIZ	21,172	22,209	4.9	28,370	29,777	5.0
.. Moderate MIZ	100,647	98,571	-2.1	101,241	102,422	1.2
.. Weak MIZ	214,691	207,881	-3.2	219,618	214,691	-2.2
.. No MIZ	4,710	4,650	-1.3	4,661	4,778	2.5

... Continued

Appendix Table 1 Continued

	1996 (2001 boundaries)	2001 (2001 boundaries)	1996-2001 % Change	1991 (1996 boundaries)	1996 (1996 boundaries)	1991-1996 % Change
New Brunswick	738,133	729,498	-1.2	723,900	738,133	2.0
Urban Total	380,153	381,169	0.3	370,439	380,149	2.6
RST Total	357,980	348,329	-2.7	353,461	357,984	1.3
.. Strong MIZ	51,349	50,527	-1.6	50,342	51,353	2.0
.. Moderate MIZ	150,795	145,567	-3.5	148,540	150,380	1.2
.. Weak MIZ	139,698	135,618	-2.9	140,434	140,113	-0.2
.. No MIZ	16,138	16,617	3.0	14,145	16,138	14.1
Quebec	7,138,795	7,237,479	1.4	6,895,963	7,138,795	3.5
Urban Total	5,569,642	5,681,453	2.0	5,353,846	5,543,060	3.5
RST Total	1,569,153	1,556,026	-0.8	1,542,117	1,595,735	3.5
.. Strong MIZ	429,851	439,797	2.3	391,396	422,875	8.0
.. Moderate MIZ	800,113	789,980	-1.3	785,081	802,485	2.2
.. Weak MIZ	292,140	279,400	-4.4	313,032	315,625	0.8
.. No MIZ	47,049	46,849	-0.4	52,608	54,750	4.1
Ontario	10,753,573	11,410,046	6.1	10,084,885	10,753,573	6.6
Urban Total	9,291,331	9,925,949	6.8	8,559,726	9,157,435	7.0
RST Total	1,462,242	1,484,097	1.5	1,525,159	1,596,138	4.7
.. Strong MIZ	668,346	695,979	4.1	710,094	756,992	6.6
.. Moderate MIZ	489,985	489,378	-0.1	520,565	539,257	3.6
.. Weak MIZ	278,623	270,527	-2.9	266,562	269,132	1.0
.. No MIZ	25,288	28,213	11.6	27,938	30,757	10.1
Manitoba	1,113,898	1,119,583	0.5	1,091,942	1,113,898	2.0
Urban Total	742,444	746,184	0.5	736,318	742,560	0.8
RST Total	371,454	373,399	0.5	355,624	371,338	4.4
.. Strong MIZ	47,324	48,808	3.1	62,279	45,593	7.8
.. Moderate MIZ	114,608	116,659	1.8	110,237	115,127	4.4
.. Weak MIZ	169,348	167,188	-1.3	167,254	171,105	2.3
.. No MIZ	40,174	40,744	1.4	35,854	39,513	10.2
Saskatchewan	990,237	978,933	-1.1	988,928	990,237	0.1
Urban Total	561,672	565,222	0.6	551,776	561,672	1.8
RST Total	428,565	413,711	-3.5	437,152	428,565	-2.0
.. Strong MIZ	25,788	25,990	0.8	26,511	26,013	-1.9
.. Moderate MIZ	103,051	100,376	-2.6	105,203	102,823	-2.3
.. Weak MIZ	203,012	193,996	-4.4	207,229	202,570	-2.2
.. No MIZ	96,714	93,349	-3.5	98,209	97,159	-1.1
Alberta	2,696,826	2,974,807	10.3	2,545,553	2,696,826	5.9
Urban Total	2,004,641	2,244,336	12.0	1,901,066	2,002,352	5.3
RST Total	692,185	730,471	5.5	644,487	694,474	7.8
.. Strong MIZ	118,425	133,432	12.7	103,035	115,974	12.6
.. Moderate MIZ	190,335	201,612	5.9	158,227	169,300	7.0
.. Weak MIZ	352,527	358,995	1.8	356,885	377,669	5.8
.. No MIZ	30,898	36,432	17.9	26,340	31,531	19.7

... Continued
Appendix Table 1 Continued

	1996 (2001 boundaries)	2001 (2001 boundaries)	1996-2001 % Change	1991 (1996 boundaries)	1996 (1996 boundaries)	1991-1996 % Change
British Columbia	3,724,500	3,907,738	4.9	3,282,061	3,724,500	13.5
Urban Total	3,179,571	3,369,035	6.0	2,770,905	3,147,837	13.6
RST Total	544,929	538,703	-1.1	511,156	576,663	12.8
.. Strong MIZ	69,325	71,044	2.5	67,749	77,210	14.0
.. Moderate MIZ	187,544	188,811	0.7	181,119	212,996	17.6
.. Weak MIZ	246,564	236,892	-3.9	236,084	256,500	8.6
.. No MIZ	41,496	41,956	1.1	26,204	29,957	14.3
Yukon²	30,766	28,674	-6.8	27,797	30,766	10.7
Urban Total	21,808	21,405	-1.8	20,075	21,808	8.6
Territories	8,958	7,269	-18.9	7,722	8,958	16.0
Northwest Territories²	39,672	37,360	-5.8	36,343	39,672	9.2
Urban Total	17,275	16,541	-4.2	15,179	17,275	3.8
Territories	22,397	20,819	-7.0	21,164	22,397	5.8

Source: Statistics Canada, Census of Population, 1991, 1996, and 2001

¹ Population figures for urban and rural do not add up to the provincial / territorial or Canadian total because data are suppressed if there are fewer than 40 residents in any Census Subdivision.

² The statistical area classification for the northern territories does not specify MIZ zones. "Territories" is the equivalent of "Rural and Small Town Total."

Appendix Table 2: Population, Economic, Education, and Health Care Indicators in Nunavut

	Number		
	2001	1996	1991
Population Age Distribution			
Children ((0-14)	9,985	9,485	8,295
Youth (15-24)	4,750	4,355	4,045
Young Adults (25-44)	7,940	7,330	6,170
Adults (45-64)	3,465	530	2,190
Seniors (65 years +)	690	2,955	440
Aboriginal Population¹	22,720	20,690	N/A
Home Language Population²			
English	6,655	8,655	6,025
French	115	215	255
Non-Official Language	7,575	14,820	13,500
Multiple Response	26,665	970	1,370
Labour Force Participation³	11,355	10,065	8,145
Unemployed⁴	1,975	1,545	1,485
Labour Force Industry Distribution⁵			
Agric., Forestry, Fishing & Hunting	125	165	160
Mining & Oil and Gas Extraction	245	440	330
Construction	715	650	465
Manufacturing	185	125	110
Production Services	2,005	1,645	1,145
Consumer Services	2,395	2,395	1,765
Government-provided Services	5,055	4,170	3,870
Self-Employed⁶	595	725	450
Educational Attainment Distribution⁷			
Less Than High School	6,115	8,045	7,385
High School Diploma	780	625	565
Some Post-secondary	2,350	1,840	1,370
Post-secondary Cert./Dip.	3,720	3,630	2,730
University Degree	1,255	1,035	770

Table 2 Continued

	Number		
	2001	1996	1991
Education Providers⁸	875	815	730
Lone-Parent Families	1,635	980	741
Housing Construction			
1996 – 2001	1,175	N/A	N/A
1991-1995	1,330	N/A	N/A
1986-1990	1,035	N/A	N/A
Household Owners Exceeding 30% Spending Limited⁹	250	95	30
Health Care Providers¹⁰	295	255	235
Professional Occupations	35	30	N/A
RN Supervisors & RNs	125	115	N/A
Technical & Related Occupations	50	40	N/A
Assisting Occupations in Support of Health	85	75	N/A

Source: Statistics Canada, Census of Population, 2001, 1996, and 1991

¹ Refers to persons who reported identifying with at least one Aboriginal group, i.e. North American Indian, Métis or Inuit (Eskimo) and/or those who reported being a Treaty Indian or a Registered Indian as defined by the *Indian Act* of Canada and/or who were members of an Indian Band or First Nation (Statistics Canada, 1999a).

² Home language is based on the language "most often spoken at home" for all three censuses. For the 2001 Census, the home language question asked for the language spoken "most often at home" AND the languages spoken "on a regular basis at home." The 2001 data includes only the language "most often spoken at home." "Non-official languages" include all languages excluding English and French.

³ The Labour Force Participation Rate is based on the ratio of individuals who are currently employed or who out of work (but looking for work) to the total number of individuals in the population who are over the age of 15.

⁴ The Unemployment Rate is based on the ratio of individuals who are currently unemployed to those who are in the labour force.

⁵ **2001 data** are based on the 1997 North American Industry Classification System (NAIC). Production Services includes utilities, wholesale trade, transportation and warehousing, information and cultural industries, finance and insurance, real estate and rental and leasing, professional, scientific and technical services, management of companies and enterprises, and administrative and support waste management and remediation services. Consumer Services includes retail trade, arts, entertainment and recreation, accommodation and food services, and other services. Government-Provided Services includes educational services, healthcare and social assistance, and public administration.

1996 and 1991 data are based on the 1980 Standard Industry Classification (SIC) system. Production Services includes communication and other utilities, wholesale trade, transportation and storage, finance and insurance, real estate operator and insurance agent, and business services. Consumer Services includes retail trade, accommodation, food and beverage, and other services. Government-Provided Services includes educational services, health and social assistance, and government services.

⁶ Self-employment includes operating a business or professional practice, doing freelance or contract work, and farming, fishing and trapping. It also includes operating a direct distributorship selling and distributing goods such as cosmetics (Statistics Canada, 1999a).

⁷ 2001 educational attainment data are provided for the population 20 years of age and over.

1996 and 1991 educational attainment data are provided for individuals 15 years of age and over.

⁸ The number of individuals working in Statistics Canada's occupational classification category of teachers or professors.

⁹ Refers to total household income spent on shelter costs for owners only (not renters) and refers to payments for electricity, fuel, water and municipal services.

¹⁰ The number of individuals working in Statistics Canada's occupational classification category of 'health occupations.'